



FLORIDA



GENERAL AVIATION AIRPORT

BUSINESS PLAN
GUIDEBOOK



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Introduction to the Guidebook

Purpose of the Florida General Aviation Airport Business Plan Guidebook

The Florida Department of Transportation (FDOT) Aviation and Spaceports Office developed this *Florida General Aviation Airport Business Plan Guidebook* (*Guidebook*) and associated materials through a cooperative effort with Florida general aviation airports and aviation-related interest groups to serve as a resource for business plan development for Florida's general aviation airport system. This Florida-specific *Guidebook* has been developed for use in educating and informing entities participating in the business planning process, including airport managers, airport authorities, local governments, and others who may be involved in the process. The primary goal of this *Guidebook* is to assist airports in efforts to become as financially self-sustaining as possible. The Airport Cooperative Research Program (ACRP) Report 77 – *Guidebook for Developing General Aviation Airport Business Plans* provides five reasons for completing a business plan, all of which support the primary goal of financial self-sufficiency:

- Generate more revenue
- Reduce or eliminate expenses
- Secure more capital funding
- Rely less (or not at all) on subsidies (both State and Federal)
- Create more jobs

The impetus for the development of this *Guidebook* was a combination of economic, operating cost, and funding factors that have impacted general aviation airports throughout the state and beyond. For example, the recent deep global economic recession resulted in stagnant and in many cases contraction of activity within the aviation industry resulting in direct impacts to airport finances and financial self-sufficiency. In an effort to remain self-sufficient, some airports have focused on improving the financial health of their operations by diversifying their business model to include more non-aviation-related industries. Due to the success of this diversification, it is seen as beneficial to provide a resource to aid in the development of airport business plans that can provide ideas or methods to assist other airports in diversifying their business model. Additionally, providing information on how airports interact with the community around them will assist airports in garnering support from the local community. This *Guidebook* also presents best management practices (BMPs) that reference specific resources and “Things to Think About” when developing a general aviation airport business plan.

Documents related to business planning at general aviation airports at a national level have been developed; however, this *Guidebook* is specifically intended to assist Florida's general aviation airports when developing business plans. To accomplish this, resources and regulations related to airports and aviation specific to Florida are referenced to provide clarity on developing a business plan.

Methodology

The methodology used for the development of this *Guidebook* is summarized in **Table 1**.

TABLE 1
GUIDEBOOK METHODOLOGY

What Was Done	Why It Was Done
Project initiation and Continuing Florida Aviation System Planning Process (CFASPP) presentations	To begin the project and gather initial information, presentations were given at the nine regional CFASPP meetings held May 20-24, 2013 and May 28-31, 2013. These meetings were used to distribute materials on the development of this <i>Guidebook</i> and gather relevant information on the business planning process.
Establishment of the Technical Advisory Committee (TAC)	During the regional CFASPP meetings, a TAC was established to provide input throughout the development of this <i>Guidebook</i> . The TAC consisted of 14 airport managers from the nine CFASPP regions. TAC members distributed information and updates to airport managers in their CFASPP region throughout the development of this <i>Guidebook</i> .
Review of Florida-specific requirements, regulations, and guidance on business planning and airport development	The review provided the most relevant information needed for a business plan to be developed in accordance with applicable Florida standards, criteria, and conditions.
Discussions with aviation planners and engineers	Information provided by aviation planners and engineers who have previously completed an airport business plan offers this <i>Guidebook</i> useful information on practical development of a business plan, such as how to address common problem areas.
Interviews with various aviation industry stakeholders	Interviews were completed with numerous aviation-related stakeholders throughout Florida. Specific input received from stakeholders is discussed in the “Guidebook Development” section. The information provided by stakeholders is used throughout this <i>Guidebook</i> and provides first-hand knowledge of the business planning process.
Review and guidance from the Technical Advisory Committee (TAC)	The TAC provided revisions to this <i>Guidebook</i> to ensure that information included was comprehensive and applicable to general aviation airports in Florida.
Presentations at statewide Continuing Florida Aviation System Planning Process (CFASPP) meetings and Florida Airports Council (FAC) statewide meetings	Presentations were used to distribute the draft <i>Guidebook</i> to a wide audience of aviation industry professionals at the statewide CFASPP and FAC meetings.

Outreach

The outreach completed for this *Guidebook* consists of three main components: a Technical Advisory Committee (TAC), stakeholder interviews, and Continuing Florida Aviation System Planning Process (CFASPP) regional meetings. This process provides “on the ground” information that has been included in the development of this *Guidebook*. Useful tips and ideas used by Florida airports during the business planning process were also obtained and are included in this *Guidebook*.

Technical Advisory Committee

The TAC was established to solicit advice and review draft documents throughout the development of this *Guidebook*. Members of the TAC were selected to ensure all nine CFASPP regions were represented by at least one member airport with additional members selected to ensure full representation of the various sizes and types of airports throughout Florida. An effort was also made to include airports of various sizes to allow for different points of view, experiences, and needs. The TAC included airports solely accommodating general aviation activity, airports systems with both commercial and general aviation airports, and commercial airports with an active general aviation component. Throughout the development of this *Guidebook*, two online meetings were held with the TAC to distribute components of the *Guidebook* for review and comment. Meetings were held on July 23, 2013, and May 7, 2014. Copies of the presentation from each TAC meeting are provided in **Appendix A**. Airports participating on the TAC are shown in **Table 2**.

TABLE 2
TECHNICAL ADVISORY COMMITTEE MEMBERS

Technical Advisory Committee Members		
Venice Municipal Airport CFASPP Region: Southwest	St. Lucie County International Airport CFASPP Region: Treasure Coast	Lake City Gateway Airport CFASPP Region: North Central
Fort Lauderdale Executive Airport CFASPP Region: Southeast	Orlando Executive Airport CFASPP Region: East Central	New Smyrna Beach Municipal Airport CFASPP Region: East Central
Lakeland Linder Regional Airport CFASPP Region: Central	Hillsborough County Aviation Authority CFASPP Region: West Central	Jacksonville Aviation Authority CFASPP Region: Northeast
Martin County Airport (Witham Field) CFASPP Region: Treasure Coast	St. Pete-Clearwater International Airport CFASPP Region: West Central	Kendall Tamiami Airport CFASPP Region: Southeast
Pensacola International Airport CFASPP Region: Northwest	Ocala International Airport CFASPP Region: North Central	Northwest Florida Regional Airport CFASPP Region: Northwest

Stakeholders

Stakeholder interviews were conducted with entities that are involved with airports and business development at airports. Detailed information on the business planning process was gathered at these interviews. Stakeholder interviews were conducted to gather in-depth knowledge of the business planning process in Florida, identify entities that should generally be involved in the process, identify opportunities and challenges, and identify useful BMPs. Stakeholders were interviewed during the early stages of the *Guidebook* development and were asked to provide information throughout its development. Initial interviews were conducted using a questionnaire consisting of 26 questions related to airports and business planning. Summaries of the stakeholder interviews, along with the questionnaire, are provided in **Appendix B**. The entities that provided information with regards to the business planning process are listed in **Table 3**.

TABLE 3
STAKEHOLDERS

Stakeholders	
Venice Municipal Airport Chris Rozansky	New Smyrna Beach Municipal Airport Rhonda Walker
Federal Aviation Administration Orlando Airports District Office Rebecca Henry	Florida Airports Council Bill Johnson
Florida Department of Transportation District Five Jim Wikstrom Allison McCuddy	Florida Aviation Business Administration Paula Raeburn
Slack, Johnson, and Magenheimer, Inc. Real Estate Appraisers and Consultants Andrew Magenheimer	

Continuing Florida Aviation System Planning Process

To kick-off the development of the *Guidebook*, the project team presented an overview of the project at meetings in each of the nine CFASPP regions. These presentations were designed to inform attendees about the project and gather input from airport representatives and organizations in attendance. During these meetings, attendees provided general information related to the challenges and opportunities of the business planning process. Additionally, attendees were solicited for advice on the business planning process based on their specific relevant experiences. Questions included:

- What are the challenges with developing a business plan?
- Why was a business plan proposed for development?
- What should be included in a business plan?
- What should be included in this *Guidebook*?
- How do airports implement a business plan if they have completed one?
- How can airports coordinate with other entities to better implement a business plan?

In addition, attendees were asked to provide general comments on their airport and what they would like to see included in the development of this *Guidebook*. Attendees at the CFASPP meetings were also given the opportunity to participate on the TAC.

Information on the development of this *Guidebook* was also distributed during Statewide CFASPP Meeting Updates held in Orlando on Saturday, July 27, 2013 and Wednesday, April 9, 2014.

General Aviation Airport Business Plans

What is a General Aviation Airport Business Plan?

In its most basic form, a general aviation airport business plan is a document that lays out the goals and objectives of the airport sponsor and provides a corresponding action plan to accomplish those goals and objectives. While business plans can contribute to growth and development at an airport, they are not the only document needed to effectively operate and manage a general aviation airport. The Transportation Research Board (TRB) and Airport Cooperative Research Program (ACRP) identifies the following three primary planning processes used by airport sponsors and their airport management teams to guide the overall direction of the airport:

- Business plan
- Strategic plan
- Master plan

These three documents, while related, each serve a specific purpose for an airport. The following descriptions of these documents are summarized from the ACRP Report 77 – *Guidebook for Developing General Aviation Airport Business Plans*:

Airport Business Plan

An airport business plan uses a logical and disciplined structure to set out goals, objectives, and action plans that drive the day-to-day operation and management of the airport. In essence, an airport business plan transforms the vision and the long-term strategic goals for the airport into specific goals and actions within each functional area of the airport. Typically, an airport business plan has a time horizon of one year, although it may take longer to achieve certain goals and realize the vision for the airport.



Airport Strategic Plan

An airport strategic plan identifies the vision and the long-term strategic goals for the airport. Typically, an airport strategic plan has a time horizon of 10 to 20 years. (Strategic plans are commonly completed in conjunction with a business plan. Doing so allows for both shorter and longer term goals to be identified for accomplishment).

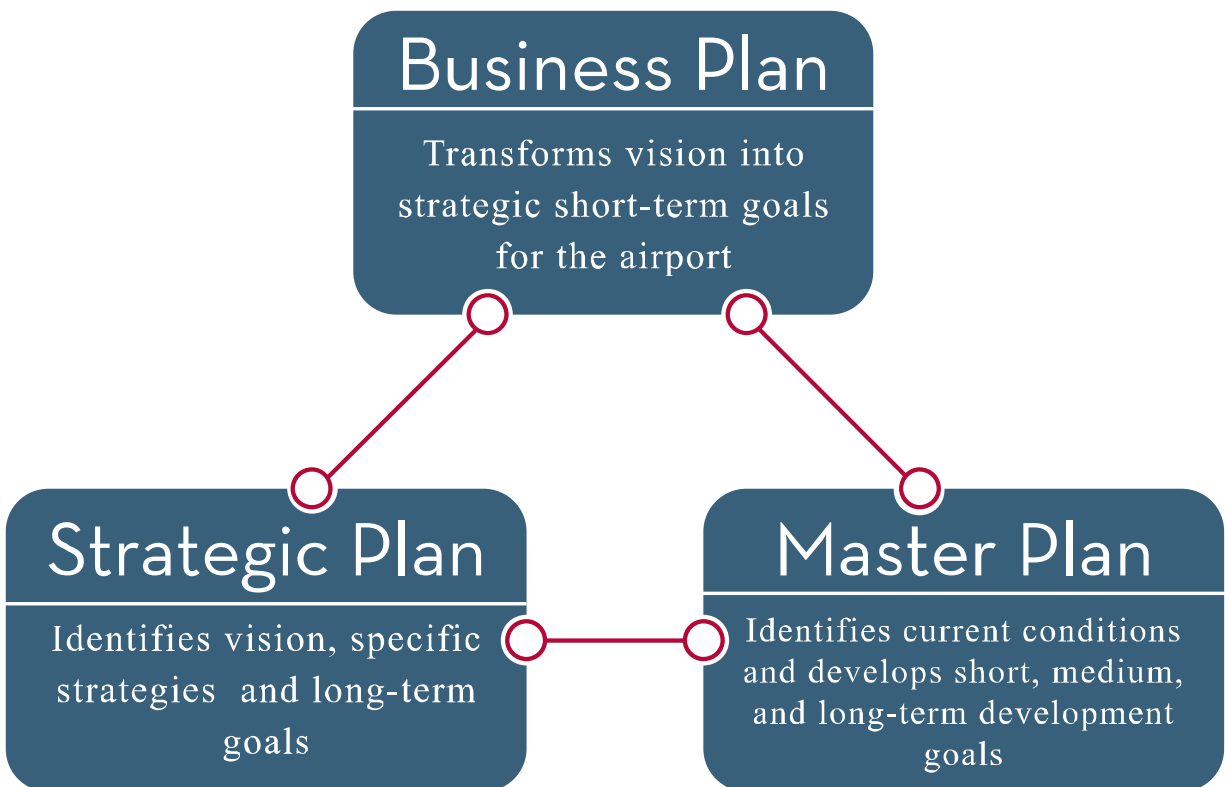


Airport Master Plan

An airport master plan assesses the current capacity of the airport's infrastructure, evaluates current and projected demand, identifies existing and anticipated deficiencies, and outlines the short-, medium-, and long-term development goals for the airport. Typically, an airport master plan has a time horizon of 20 years. Both business and strategic plans are often completed components of master plans due to the compatibility of data collection efforts and similarities in overall desired outcome, i.e. business and strategic plans can be used to implement the future of the airport that is described in the master plan.

Each of these planning documents can be developed independently of each other, but need to be mutually consistent and integrated as there are many common elements between them. It is common for a business plan to be completed in conjunction with, or as a part of, a master plan or strategic plan. Examples of this are presented in the “Existing Business Plans” section of this *Guidebook*. **Figure 1** shows the inter-relatedness of these planning documents and how they are used to enhance one another.

FIGURE 1
RELATIONSHIP OF AIRPORT PLANNING DOCUMENTS



Which General Aviation Airports Should Develop a Business Plan?

This *Guidebook* is intended for use by all general aviation airports in Florida. While it is recommended that all Florida general aviation airports complete some level of a business planning effort, the size and intensity (i.e., amount of information) of business plans will vary greatly based on the complexity and needs of the individual airports. Airports located in rural areas will require a different level of analysis and recommendations than airports in an urban or metropolitan setting. It is suggested that airports working on a business plan determine which aspects of this *Guidebook* are appropriate for their airport, community, and region. Recommended sections for airports to include are provided in the “General Aviation Airport Business Planning” section.

As part of the development of this *Guidebook*, numerous airport managers provided narratives on their experiences with business plan development. During this process, themes emerged as to why airports have not developed business plans. The most common reasons why airports had not developed business plans include:

- Staff constraints
- Budget constraints
- Time constraints
- Complexity of the business planning process (lack of understanding of the business planning process)

This *Guidebook* provides guidance for airports of all sizes and geographic locations so that a business plan can be developed while being conscious of staff, budget, time, and complexity. Additionally, guidance for providing a sufficient level of detail and useful information in developing a productive and implementable business plan is established. As noted in the Federal Aviation Administration’s (FAA) *General Aviation Airports: A National Asset*, airports should be:

- Safe, efficient, located where people will use them, and developed and maintained to appropriate standards.
- Affordable to both users and government, relying primarily on producing self-sustaining revenue and placing minimal burden on the general revenues of the local, state, and federal governments.
- Flexible, expandable, able to meet increased demand, and accommodate new aircraft types.
- Permanent with assurance that they will remain open for aeronautical use over the long term.
- Compatible with surrounding communities, maintaining a balance between the needs of aviation, the environment, and the requirements of residents.
- Developed in concert with improvements to the air traffic control system and technological advancements.

In support of these general goals, many airports are developing business plans as a means to address the affordability goal; ensuring development is being considered in a financial context. Business plans and the business planning process will vary greatly depending on the size of the airport, level of airport activities and operations, and available staff. Commonly, larger general aviation airports have the financial resources to hire a consultant or have qualified staff to complete a business plan. For smaller general aviation airports that have limited staff or staff

without extensive aviation business knowledge, as well as small discretionary budgets, it may be difficult to complete a business plan. In these instances, the smaller general aviation airports may consider preparing the business plan in phases, starting with preliminary steps such as the strengths, weaknesses, opportunities, and threats (SWOT) analysis.

Guidebook Components and Structure

The remainder of this *Guidebook* consists of two primary sections: “Guidebook Development,” and “General Aviation Airport Business Planning.” The “Guidebook Development” section provides general information on business planning. The “General Aviation Airport Business Planning” section contains detailed information on the components needed to develop a business plan. **Figure 2** highlights what is included in each of these sections.

Guidebook Development

The Guidebook Development section includes information related to beginning a business plan at an airport. It contains outlines of business plan resources, including research documents and existing airport business plans, an overview of airport organization and management techniques, coordination of business plans with other local plans, the public involvement process, and an overview of funding sources available for implementing components of a business plan. This section is intended to lay the groundwork for the development of a business plan by providing preliminary development information. It is intended that the information provided in this section be used and applied throughout the development of a business plan in conjunction with other input and data.

General Aviation Airport Business Planning

The “General Aviation Airport Business Planning” section consists of what is actually needed to complete a business plan. This includes recommended data collection efforts, goal development, and various implementation strategies. This section consists of three primary sub-sections that will guide users through the business planning process:

- Analysis
- Business Plan Development
- Implementation

FIGURE 2
GUIDEBOOK DEVELOPMENT



Together, these three sub-sections provide details and suggestions to aid in the development of a business plan. These suggestions are for reference only and are not intended to exclude airport sponsors from completing all components that they feel are necessary.

Materials and resources referenced in this *Guidebook* are provided in the text or as appendices as applicable.

Moving Forward

The next section introduces useful reference documents and things to think about as part of the business planning process, followed by the actual “pen to paper” development of a business plan.

The following sections identify and differentiate those items that may affect the business planning process and should be considered when developing a plan. Information and discussions are provided on different forms of ownership (municipal versus authority) and management (dedicated airport manager and staff versus municipal department head with other responsibilities) of Florida’s airports, as well as available resources. In addition, the following sections provide the link or relationship between the business planning process and state, regional, and local requirements and/or plans. These include the FAA/ACRP guidebooks and circulars, Florida Statutes (F.S.), local government comprehensive plans, and Long Range Transportation Plans (LRTP). Subsequent sections focus on the specific components that may be included in an airport’s business plan, analysis tools, implementation, and BMPs.

Guidebook Development

Introduction

This section includes subjects that should be reviewed prior to beginning the development of a business plan, including an identification of existing resource documents, coordination with other plans and policies that affect airports, and the relationship between an airport and the local municipality. The information provided in this section may be used/referenced during the development of a business plan to provide insight and suggestions to the project team developing the business plan. (Note: the definition and role of the project team will be detailed in the “General Aviation Airport Business Planning” section).

Identification of Business Plan Resource Documents

There is a wealth of resource material available relating to the business planning process; however sources are more limited when searching for specific guidance relating to conducting an airport business planning process. For this *Guidebook*, effort was focused on defining several sources of guidance about airport business planning and associated linkages to other planning efforts, needs, and supporting documentation. The sources of guidance and business planning resources are classified into three basic groups as listed below.

- Research documents
- FDOT and FAA documents
- Existing business plans

Research Documents

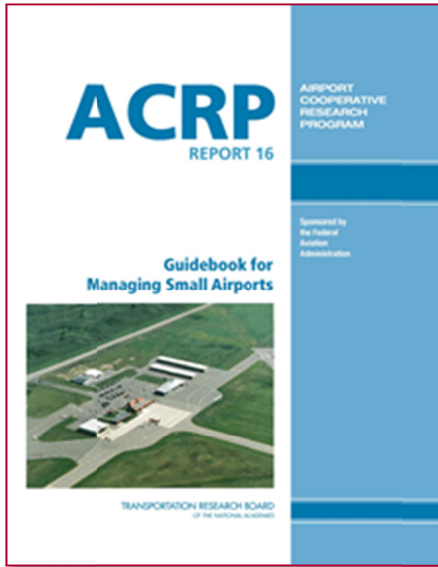
Numerous resources currently exist that can assist in the airport business plan development process. Multiple entities have prepared studies and reference materials that include information beneficial to the business planning process. Some, such as ACRP Report 77 – *Guidebook for Developing General Aviation Airport Business Plans*, are explicitly related to the business planning process, while others, such as FDOT’s *Guidelines for Determining Market Value and Market Rent of Airport Property*, contain information that is useful for specific aspects of business planning. The following summaries of existing resources can assist airport managers or sponsors in the development of a business plan.

Airport Cooperative Research Program Documents

The ACRP, which is funded and sponsored by FAA, “carries out applied research on problems that are shared by airport operating agencies and are not being adequately addressed by existing federal research programs.” Specific topics of analysis are developed and researched by a panel of recognized experts. Three ACRP reports that provide information consistent with the intent and purpose of this *Guidebook* in assisting general aviation airports in developing, implementing, and administering a business plan, are:

- ACRP Report 16 – *Guidebook for Managing Small Airports*
- ACRP Report 20 – *Strategic Planning in the Airport Industry*
- ACRP Report 77 – *Guidebook for Developing General Aviation Airport Business Plans*

ACRP Report 16 – Guidebook for Managing Small Airports (2009)



ACRP Report 16 was developed as a tool to assist staff in managing small airports and to “provide a single source of information for airport owners, operators, managers, and policy makers.” Often, managers and operators at smaller general aviation airports have not been trained in aviation management and are not full-time managers (i.e., they split their time between another position and the airport). In addition, general aviation airports are typically fiscally constrained and must rely on municipal staff and resources to carry out the duties of the airport. Due to the depth and breadth of activities, including interactions with a broad group of entities at small airports, managers and operators often face challenges they may not have been trained to address. This means that they may not have the necessary resources at their disposal to properly develop a business plan.

For airports that do not have a full-time airport manager or experienced airport staff, ACRP Report 16 can assist in the development of a business plan by providing general information related to airport budgeting and operation, as well as numerous other components. The information included in ACRP Report 16 should be used only as general guidance, as each airport will have specific management needs. Regardless, airport managers that have not been trained in aviation management should review ACRP Report 16 before beginning the development of a business plan.

ACRP Report 20 – Strategic Planning in the Airport Industry (2009)

ACRP Report 20 was developed to provide a “comprehensive, user-friendly management tool that could be used to design, implement, and understand the strategic planning process, leading to the development of an airport strategic plan.” As defined by ACRP Report 20, strategic planning is the “process undertaken by an organization to define its future and formulate a road map to guide the organization from its current state to its vision for the future.” ACRP Report 20 provides an overview and examples of techniques, including a baseline process to undertake the strategic planning process. A model framework that identifies steps to develop a strategic plan is also provided, including pre-planning activities; mission, vision, values, and airport environment; strategic issues and leading strategies; specific objectives and action plans; and performance and evaluation measures. As noted in ACRP Report 20, there are numerous factors that can influence the



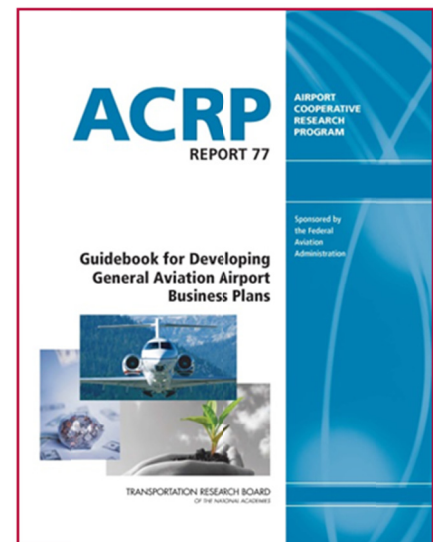
strategic planning process, including the size and type of airport, type and availability of stakeholders, airport activities and services, and regulatory environment. Case studies of several airports are also provided.

Because business plans and strategic plans are often completed in conjunction with one another, ACRP Report 20 should be reviewed to ensure that they are compatible.

ACRP Report 77 - Guidebook for Developing General Aviation Business Plans (2012)

ACRP Report 77 was developed to help airports complete and implement an airport business plan and maximize financial self-sufficiency. It discusses the elements of an airport business plan and provides information on each step of the development and implementation process, allowing users to focus on areas where they need additional information. The report also discusses the interrelations of three key components of airport development: a strategic plan, business plan, and airport master plan. ACRP Report 77 provides two primary reasons for completing a business plan:

1. Under Airport Sponsor Assurance #24, the FAA requires that any obligated (or Airport Improvement Program (AIP)-funded) airport be as financially self-sustaining as possible given the circumstances that exist at the airport. One of the best ways to comply with Airport Sponsor Assurance #24 is to develop and implement an airport business plan that demonstrates the ways general aviation airport managers and policymakers are striving to achieve the goal of becoming (or continuing to be) financially self-sustaining.
2. There is an expectation that a general aviation airport will be operated and managed as a public enterprise. Having a business plan demonstrates good stewardship—an airport business plan serves as a flight plan for being a good steward of an airport's assets.

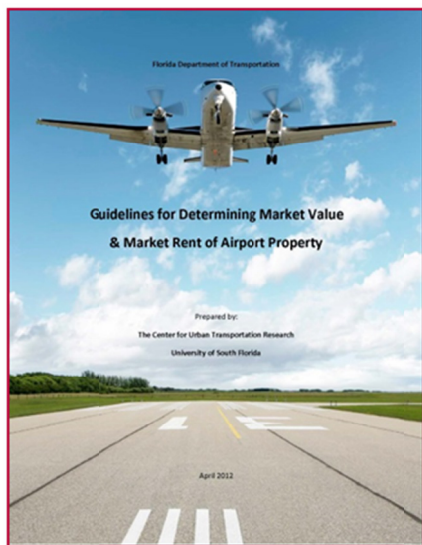


ACRP Report 77 introduces the business planning process from a national perspective. This *Guidebook* complements ACRP Report 77 as a Florida-specific tool for airports to use when developing a business plan. ACRP Report 77 can be used as reference when developing a business plan; however, information included in this Florida-specific *Guidebook* may be more relevant to airport managers or sponsors of Florida general aviation airports who are developing a business plan.

Florida Department of Transportation and Federal Aviation Administration Documents

The following four documents were developed by FDOT and FAA to provide guidance to airport managers, sponsors, and airport users on various aviation topics, including market value and economic impacts. These studies are not specifically focused on the business planning process, but can provide guidance and direction during the development of a business plan.

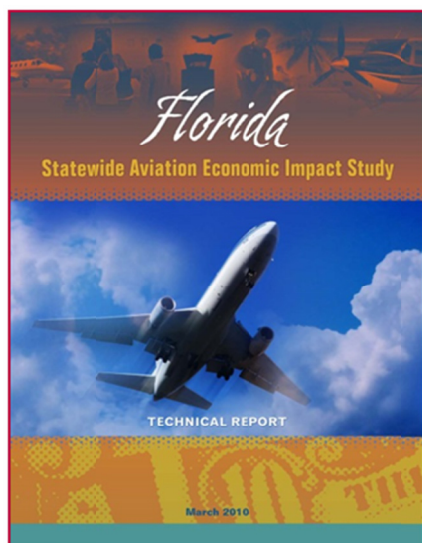
Guidelines for Determining Market Value & Market Rent of Airport Property (FDOT)



Guidelines for Determining Market Value & Market Rent of Airport Property (2012) was developed to help airport managers and sponsors understand how to determine the market value of airport property and to develop thorough but easily understood lease or sale guidelines. During the development of *Guidelines for Determining Market Value & Market Rent of Airport Property*, numerous airports, as well as state and federal agencies, were interviewed. This resource identifies best practices that can be useful to airport managers and local elected officials.

When developing a business plan, *Guidelines for Determining Market Value & Market Rent of Airport Property* could help airport managers determine the rental incomes that they can expect to receive from existing and proposed development at their airport. This information will be beneficial during business plan development by allowing airport managers and sponsors to estimate future potential revenue from properties at their airport. It will also help airport managers understand if they are currently receiving a fair rental income from properties that are currently leased.

Florida Statewide Aviation Economic Impact Study (FDOT)



The *Florida Statewide Aviation Economic Impact Study (2010)* identifies the economic impact of Florida's aviation system. Included in the study are the 19 commercial service airports, 102 general aviation airports, and 11 military fields. This study is beneficial for airports during the development of their business plan in that it provides economic-based justification for airports and highlights the total economic impact that airports have, including jobs and payroll. This study estimated that the total annual economic activity generated by general aviation airports was \$6 billion and that they supported more than 54,000 jobs, as of 2010. The total economic impact of commercial and general aviation airports in Florida can be seen in **Table 4**.

TABLE 4
2010 TOTAL ECONOMIC IMPACT OF AIRPORTS IN FLORIDA

	Jobs Supported	Annual Payroll	Annual Economic Activity
General Aviation Airports	54,250	\$1.8 billion	\$6 billion
Commercial Airports	946,382	\$28.8 billion	\$91 billion
Total	1,000,632	\$30.6 billion	\$97 billion

Source: Florida Statewide Aviation Economic Impact Study, 2010

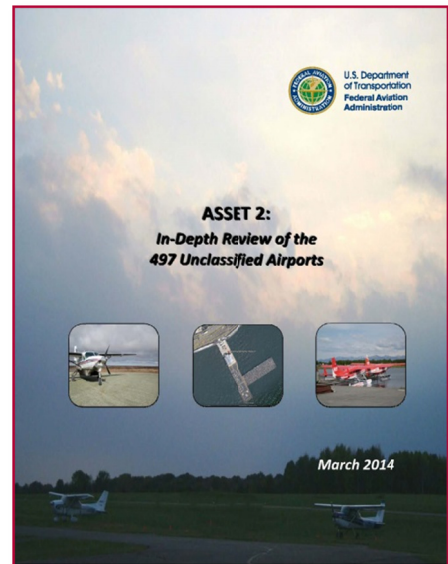
This document is beneficial to airports developing a business plan because it shows the overall impact of the aviation system on Florida’s economy. Additionally, as part of the *Florida Statewide Aviation Economic Impact Study*, individual reports were completed for each general aviation airport in Florida that summarize economic data and provide information on its qualitative benefits. The information included in the *Florida Statewide Aviation Economic Impact Study* and corresponding individual airport economic impact studies could help when presenting development proposals, or justifying airport action to local government officials or residents. Providing this economic information helps show the “big picture” of the aviation industry in Florida by showing the direct and indirect economic impacts of airports on Florida’s economy. (Note: FDOT periodically updates this report, please check the FDOT website for the most up-to-date version.)

General Aviation Airports: A National Asset (FAA)



A study was completed by the FAA that explored the roles that general aviation airports play in the National Air Transportation System. This report, *General Aviation Airports: A National Asset*, documents important aeronautical functions that are economically and effectively supported at general aviation airports. These functions range from emergency preparedness and response to the direct transportation of people and freight, as well as commercial applications such as agricultural spraying, aerial surveying, and energy exploration.

The information included in *General Aviation Airports: A National Asset* can be referenced during the development of a business plan to show that general aviation airports serve a broad range of users. This information is also helpful in identifying new areas that an airport/community could focus on to foster new business lines and revenue sources for potential targeting. As part of this report, airports were



classified as national airports, regional airports, local airports, or basic airports in order to group airports of similar size and function. As an update to this report, *Asset 2: In-Depth Review of the 497 Unclassified Airports* was completed. This report sought to categorize the 497 airports that were not included in the original report.

Airport Compatible Land Use Guidebook (FDOT)

The *Airport Compatible Land Use Guidebook* examines the two main types of incompatible land uses that surround airports. The first, tall structures, refers to structures that may create potential hazards for aircraft. The second, incompatible land uses, refers to encroachment of land development that is not considered compatible with airports, including land uses subject to high levels of aircraft noise, attract wildlife, or cause visual distractions. Incompatible land use may increase public concerns related to environmental and safety issues or heighten the perception of aircraft noise or accident potential. Tall structures and/or incompatible land use can endanger people on board an aircraft, as well as people on the ground.

Land development in the vicinity of public-use airports is regulated by federal, state, and local government laws, statutes, rules, and regulations; therefore, being familiar with these regulations is helpful to those developing an airport business plan. This topic will be covered further in the “Guidebook Development” section of this *Guidebook*.



Existing Business Plans

To identify how other airports have completed existing business plans, numerous examples were reviewed from Florida and around the country. This review provided insight on aspects of business plans that have been effective, as well as the size and scope of the business plans that have been completed by airports of various sizes and functions. Some business plans are very comprehensive in scope, while others include only basic information. There is no one correct way to complete a business plan, so the entity completing a business plan is best served by creating a plan that provides the most useful information based on their specific needs. It was found during development of this *Guidebook* that it is relatively uncommon for an airport to have completed a business plan independent of a strategic plan or master plan. It is much more common for an airport to have developed a combination of a business plan and strategic plan, or business plan and master plan. The examples included in this section are stand-alone business plans, strategic business plans, and business and master plan updates. For the purposes of this section, all will be considered business plans.

Because the scope and intensity of a business plan will depend on the size and activity at an airport, these business plans will represent “small,” “medium,” and “large” general aviation airports. For the purposes of this section, airport sizes will be broken down as shown in **Table 5**. These size breakdowns were selected by FDOT and the project team so that the sample business plans referenced in this Guidebook represented an appropriate variety of Florida airports.

TABLE 5
AIRPORT SIZE BREAKDOWN

Relative Airport Size Breakdowns Used in this Guidebook	
Small Airport	Fewer than 50,000 annual operations or fewer than 100 based aircraft
Medium Airport	Between 50,001 and 100,000 annual operations or between 101 and 250 based aircraft
Large Airport	More than 100,000 annual operations or more than 250 based aircraft

Not all airports fit into one of the ranges based on the level and mix of annual operations, based aircraft, and locational factors; therefore, the scope and intensity of a business plan should be based on the specific needs and situation of individual airports.

Numerous Florida and nationwide business plans were reviewed to determine those that were most appropriate and useful to summarize as part of this *Guidebook*. For small airports, the *Marion County Airport Business Plan* is used; for medium airports, the *Hillsborough County Aviation Authority Strategic Business Plan* is used because two of the three general aviation airports that are in the Authority meet the requirements of a medium airport and because it provides an example of a business plan that has been completed by an airport authority; and for large airports, the *Fort Lauderdale Executive Airport Strategic Business Plan and Master Plan Update* is used.

Sections that are common in multiple business plans or that provide beneficial information for business plan development will be noted with a:



Though this *Guidebook* is Florida-specific, business plans developed in other states and for international airports were also reviewed for relevant components to include in this *Guidebook*. Reviews of these plans are also included in this section.



Marion County Airport Business Plan - Marion County, Florida

Summary

The *Marion County Airport Business Plan* was developed in recognition of the need for planned development at the airport. Key sections include:

- Business Description and Vision
- Definition of the Market
- Marketing and Customer Service
- Financial Management, Performance Measures, Benchmarks, and Comparatives



The “Business Description and Vision” section of the *Marion County Airport Business Plan* defines goals and objectives for measuring the performance of the Airport. Three primary goals, along with a set of corresponding objectives, help achieve this purpose.

The “Definition of the Market” section presents the existing conditions and the situation of the airport. This includes information on leased T-hangar and tie-down locations, airport leases, fuel sales, and the airport’s position within the aviation system in Florida.



The “Marketing and Customer Service” section introduces methods to attract users of general aviation facilities to the Marion County Airport. Methods identified include providing competitive fuel prices, offering quality facilities, and providing a convenient service and friendly atmosphere.



The “Financial Management, Performance Measures, Benchmarks, and Comparatives” section provides airport budgeting information for previous years, as well as anticipated budgets for future years. Following the budget information, key airport statistics are compared to similarly situated general aviation airports in Florida.

Relationship to Guidebook

Though the scope of the *Marion County Business Plan* is not as broad as some business plans created by other airports, it provides a good example of what smaller airports with limited staff and financial resources can accomplish. Not all airports will be able to develop a business plan with the same level of involvement as their master plan; therefore, reviewing business plans that are smaller in scope will be beneficial to these airports when developing a business plan.

Hillsborough County Aviation Authority Strategic Business Plan – Hillsborough County, Florida

Summary

The Hillsborough County Aviation Authority, which includes Tampa International, Peter O. Knight, Plant City, and Tampa Executive airports, began business planning in 2001 following their Master Plan Update that was completed in 1999. Since the original business plan was completed, there have been three updates—the most recent completed in 2010. The *2010 Strategic Business Plan* was created to set the Authority’s vision for the future and was designed to work in concert with the master plan updates, *Federal Aviation Regulation Part 150 Noise Compatibility Study*, and the *FAA Capacity Enhancement Plan*.

The *2010 Strategic Business Plan* was developed with four primary sections:

- Mission, Vision, Goals, and Measurement Criteria
- Future Development Requirements
- Financial Considerations
- Implementation and Recommendations



The “Mission, Vision, Goals, and Measurement Criteria” section ensures that the goals identified in the business plan are consistent with the airport’s mission and vision. The goals of the business plan are categorized as either development or

financial goals. Additionally, seven measurement goals determine the success of the strategic business plan's capital development programs and the development and financial goals.

To ensure that development was completed in the most logical order, a forecast review and capital project assessment were completed. In the "Future Development Requirements" section, the Authority identifies areas that would most benefit from capital development based on forecasts, regional socio-economic markers, and various other measures. This was completed to ensure that funds at the airport go to projects with the highest and best use. This section also develops a funding strategy that covers a 20-year time horizon. Funding is divided between three distinct time horizons and is itemized by project groups.



The "Financial Considerations" section develops a funding strategy based on the sources of available funding, ongoing operational and maintenance costs, and costs of individual projects. Financial models were produced to analyze the development program and are structured to evaluate numerous scenarios based on available income sources. The results indicate that the Authority's capacity to finance projects varies during the three time horizons.

The final section, "Implementation and Recommendations," covers the challenges and action items associated with proposed development during each time horizon.

Relationship to Guidebook

Airport authorities developing a business plan for multiple airports can review the *Hillsborough County Aviation Authority's Strategic Business Plan* to understand how the goals of multiple airports can be met within the same business plan by sharing resources and understanding linkages between common airport characteristics. At the same time individual mid-sized facilities can benefit from the approach and the linkage of goals to funding prioritization to achieve the specified objectives that was employed in the Hillsborough County Aviation Authority business plan effort.

Fort Lauderdale Executive Airport Strategic Business Plan – City of Fort Lauderdale, Florida

Summary

The *Fort Lauderdale Executive Airport Strategic Business Plan* was developed as a part of the *Strategic Business and Master Plan Update* to guide the airport from its current state to its vision for the future. It was developed with four primary sections:

- Situational Analysis
- Strategic Visioning
- Strategic Plan Development
- Implementation



The "Situational Analysis" section includes the existing conditions of the airport, including information on pilots and fuel sales, local population and employment, Fort Lauderdale Executive Airport's place within the aviation system, and various other components. The primary product of this section is a benchmarking analysis that compares Fort Lauderdale Executive Airport to similar airports around the country.

The “Strategic Visioning” section presents information collected during work with a Technical Advisory Group (TAG). From the information gathered during the TAG meetings, the project team compiled a strength, weakness, opportunity, and threat (SWOT) analysis to pursue overarching goals and objectives for the airport. The SWOT Analysis was then used to develop four scenarios as part of a Scenario Planning component. These scenarios are incorporated into the *Fort Lauderdale Executive Airport Strategic Business Plan* to prepare objectives, critical action items, performance indicators, and the articulation of decision-making factors. Finally, goals and objectives were developed for the *Fort Lauderdale Executive Airport Strategic Business Plan*.



The “Strategic Plan Development” section identifies the existing structure in which Fort Lauderdale Executive Airport operates and identifies areas for which goals and objectives may be translated into the vision for the future. Additionally, the following interrelated strategic elements are included:

- Airport mission and vision statement
- Strategic initiatives
- Airport operations and operational aspects of the airport
- Capital development
- Airport finance

The final section of the *Fort Lauderdale Executive Airport Strategic Business Plan*, “Implementation,” identifies strategic initiatives and recommends actions Fort Lauderdale Executive Airport may undertake to implement these initiatives.

Relationship to Guidebook

There are several components included in the *Fort Lauderdale Executive Airport Strategic Business Plan* that are relevant to other airports, specifically urban or metropolitan general aviation airports. Specifically, this plan provides an example of how public involvement can be successfully used to drive the development of a business plan.

Additional Plans Reviewed

Renton Municipal Airport Business Plan – City of Renton, Washington

Summary

The *Renton Municipal Airport Business Plan* is divided into eight primary sections that are used to develop the final business plan recommendations. The sections include:

- Introduction and Overview
- Context
- Renton Municipal Airport Today
- Aviation Activity Trends
- Context for Airport Leasing and Management
- Reversion and Direct Management of Airport Facilities
- Lease Duration, Subleasing, and Lease Rates
- Environmental Requirements and Minimum Standards

The “Context” section provides an overview of the general aviation, regulatory, and community environment of Renton Municipal Airport. The “Renton Municipal Airport Today” section provides an overview of existing policies and procedures related to the airport, a description of the tenants and their activities, an analysis of the leasable land and related utilities on the airport, and an overview of airport funding.



The “Aviation Activity Trends” section provides an overview of current general aviation trends, focusing on pilot licenses, based aircraft, and aircraft operations, with a brief analysis of the services required for general aviation in the future.

The “Context for Airport Leasing and Management” section introduces the unique nature of the aviation business and its implications for airport management and leasing policies, a listing of similarly situated airports used in the analysis, and an overview of federal and state regulations guiding airport management and leasing.



The “Reversion and Direct Management of Airport Facilities” and “Lease Duration, Subleasing, and Lease Rates” sections contain information related to the management of Renton Municipal Airport, as well as an analysis of approaches to lease duration, subleasing, and lease rates used by airports in the U.S.



The “Environmental Requirements and Minimum Standards” section includes an evaluation of the environmental requirements for airport tenants and a brief review of minimum standards for aeronautical service providers.

Following the development of the previous sections, a discussion of alternatives and an evaluation of the recommendations based on criteria developed for the *Renton Municipal Airport Business Plan* are presented. These recommendations were developed to incorporate the City’s goals and interests as a part of the airport and its business development.

Relationship to Guidebook

The *Renton Municipal Airport Business Plan* contains components that may be beneficial for use during development of a business plan. Specifically, the “Reversion and Direct Management of Airport Facilities” and “Environmental Requirements and Minimum Standards” sections provide great examples that should be reviewed prior to developing a business plan.

St. Pete-Clearwater International Airport Strategic Plan - Pinellas County, Florida

Summary

Though St. Pete-Clearwater International is not a general aviation airport, components of this plan and its planning process warranted discussion as part of this *Guidebook* because of their relevance to general aviation airport business planning. The *St. Pete-Clearwater International Airport Strategic Plan* was developed around a SWOT Analysis that was performed by a team of airport staff members. The SWOT Analysis covered topics such as staff, facilities and property, relationships, marketing, operations, and finance. By analyzing these topics, the team was able to develop a summary of challenges facing the airport and strategic initiatives to address each challenge. These strategic initiatives include:

- Identification of initiatives that would accomplish any goals of the *Pinellas County Comprehensive Plan*
- Ways in which the airport could align with the Board of County Commissioners Strategic Direction
- Purpose of the initiative
- Key strategies for accomplishing the initiative
- Potential impacts or outcomes of the initiative
- Key partners and department programs

Using these strategic initiatives, the airport is able to track progress as they complete each challenge.

Relationship to Guidebook

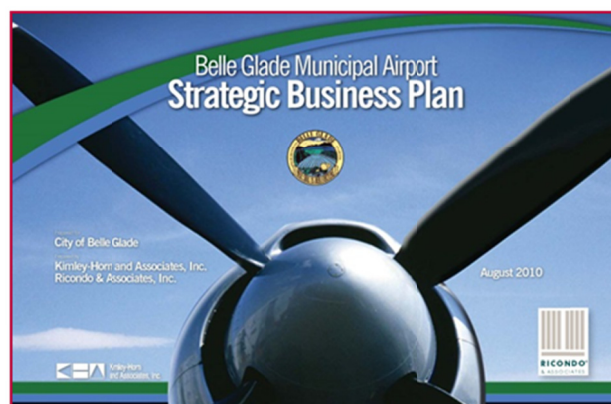
The *St. Pete-Clearwater International Airport Strategic Plan* contains components that may be beneficial for use during development of a general aviation airport business plan. Most notably, a checklist was developed to help the airport implement and review components of their business plan. This checklist should be considered, in some form, for all airports completing a business plan. An example of this checklist is provided in the “Implementation” section of this *Guidebook*.



Belle Glade Municipal Airport Strategic Business Plan – City of Belle Glade, Florida

Summary

The *Belle Glade Municipal Airport Strategic Business Plan* was developed to evaluate the economic opportunities that were available to the airport before an update to their airport master plan was completed. The intent of the strategic business plan was to formalize a plan that maximizes the economic potential of the airport and its property. The main goal was to make the airport a viable asset of the City. The strategic business plan is the foundation for future planning efforts, and the baseline for which a master plan update will be completed.



The *Belle Glade Municipal Airport Strategic Business Plan* consists of the following seven primary sections:

- Regional Profile
- Market Trends in General Aviation
- Comparative Analysis
- Airport Property Analysis
- Strategic Vision
- Management Plan
- Implementation



The “Airport Property Analysis” section provides an in-depth analysis of the suitability of the airport and its surrounding property for future development. This includes a discussion of adjacent land uses, utilities, zoning, and environmental contamination.

The “Market Trends in General Aviation” section discusses the larger trends in the aviation industry that could potentially affect the airport. This includes changes in fuel prices, types and number of operations, and emerging industries that could affect the airport. Also included in this section is a discussion of the local and regional general aviation market as it specifically relates to the airport.

Relationship to the Guidebook

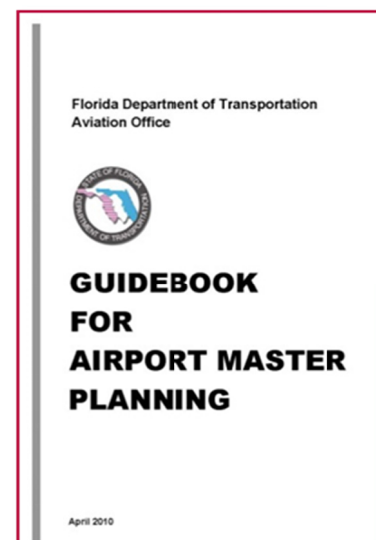
The *Belle Glade Municipal Airport Strategic Business Plan* contains components that may be beneficial for use during development of a business plan. Of note, the “Airport Property Analysis” section provides useful insight on what needs to be understood about airport properties before developing a business plan. The “Airport Property Analysis” section included two topics that were particularly unique for a business plan: utilities and environmental contamination. Understanding what utilities are currently or potentially available can affect what sort of business locates at the airport, and therefore, what should be recommended in a business plan. Additionally, environmental contamination can affect what is allowed to be developed on airport property. Understanding how contamination could hinder development should be noted as part of an airport business plan.

Coordination with Other Plans and Policies

The airport business planning process should consider the context of other planning guidance, as well as the regulatory framework to ensure they are in accordance with existing plans related to the airport in addition to meeting state and federal rules and regulations.

Guidance and regulations should be reviewed and evaluated before and during the business planning process as there may be limitations on allowable land use adjacent to an airport that may affect the community’s vision or ability to support certain economic development opportunities. These plans and their related goals, objectives, recommendations, policies, and their relationship to the business planning process are discussed in this section:

- Airport Master Plans
- Airport Layout Plans
- Florida Aviation System Plan (FASP)
- Local Government Comprehensive Plans
- Compliance with Chapter 333, Florida Statutes
- Compliance with Rule 14-60, Florida Administrative Code
- Long Range Transportation Plans



Airport Master Plans

What is a Master Plan?

An airport master plan is the primary guiding document for an airport's long-term development. Two resources that can be used during the business planning process to understand the role and importance of an airport master plan to Florida airports are FAA Advisory Circular (AC) 150/5070-6, *Airport Master Plans*, and FDOT's *Guidebook for Airport Master Planning*. According to the FDOT *Guidebook for Airport Master Planning*, the overall purpose of an airport master plan is "to provide the framework to guide future airport development that will meet existing and future aviation demand in a safe and cost-effective manner." This purpose is also, at its core, served by the development of a business plan.

Components of a Master Plan

The master plan considers a variety of factors, including environmental, socio-economic, and community development factors, as well as other modes of transportation. Because master plans are required for airports and provide the long-term blueprint for their success, there are many required components. Per FAA AC 150/5070-6, *Airport Master Plans*, each master plan should meet the objectives provided in **Table 6**.

TABLE 6
OBJECTIVES OF AIRPORT MASTER PLANS

Objectives of Airport Master Plans
Document the issues that the proposed development will address
Justify the proposed development through the technical, economic, and environmental investigation of concepts and alternatives
Provide an effective graphic presentation of the development of the airport and anticipated land uses near the airport
Establish a realistic schedule for the implementation of the development proposed in the plan, particularly the short-term capital improvement program
Propose an achievable financial plan to support the implementation schedule
Provide sufficient project definition and detail for subsequent environmental evaluations that may be required before the project is approved
Present a plan that adequately addresses the issues and satisfies local, state, and federal regulations
Document policies and future aeronautical demand to support municipal or local deliberations on spending, debt, land-use controls, and other policies necessary to preserve the integrity of the airport and its surroundings
Set the stage and establish the framework for a continuing planning process. Such a process should monitor key conditions and permit changes in plan recommendations as required

Source: FAA AC 150/5070-6B

An airport master plan typically addresses future development of an airport, as well as the infrastructure needs required for the airport's future success. According to the FDOT *Guidebook for Airport Master Planning*, the general components included in the master plan process include those shown in **Table 7**.

TABLE 7
MASTER PLAN PROCESS COMPONENTS

Master Plan Process Components
Goals and objectives of the master plan
An inventory of existing airport facilities and operating conditions
A forecast of aviation activity at the airport over a specified planning period which is typically 20 years
An analysis of forecast demand for services compared to the capacity of the existing airport facilities available to meet that demand
Requirements for future airport facilities as determined by identifying any disparity between the airport's existing facilities and the forecast demand for facilities
An analysis of alternative airport facility and operational capacity solutions could be required in some complex situations
An airport layout plan that consists of geographic information systems (GIS) or computer assisted drawings (CAD) renderings of existing and proposed airport property and facilities
A brief overview of the potential environmental considerations that may require analysis when instituting any new proposed airport development project
A Capital Improvement Program (CIP) that itemizes costs, as well as provides a schedule of needed airport improvements over the planning period
A financial analysis developed along with the CIP that establishes options for how the needed airport improvements could be financed
A cost-feasible financial plan, approved by FDOT, to accomplish projects described in the airport master plan or depicted in the airport layout plan
The cost-feasible financial plan shall realistically assess project phasing considering the availability of state and local funding, as well as the likelihood of federal funding under the FAA's priority system
A short term CIP that requires FDOT participation must be included in the Joint Automated Capital Improvement Program (JACIP)/FDOT five-year work program
A financial plan that identifies the source of local funding
An implementation plan to assure that needed facilities can be developed in a cost-effective and timely manner
A public participation program that actively promotes public knowledge and solicits public involvement in the airport master plan process
Consideration of environmental and financial issues permeated throughout the master planning process

Source: FDOT Guidebook for Airport Master Planning

An airport master plan should definitively support a community's comprehensive plan, recognizing that the airport is one of the community's most valuable assets. The local comprehensive plan should support and protect the viability of the airport serving the community. As noted in the master plan components listed in **Table 7**, airport master plans differ from a community's comprehensive plan in that they identify the existing airport conditions, forecasted activity, and future development plan to support the aviation needs at the facility. A comprehensive plan may address similar needs for an entire community (land-use, infrastructure, transportation, natural resources, etc.), not only needs specific to aviation infrastructure and facility development.

Master Plan Relationship to a Business Plan

The business plan and airport master plan should complement each other with regards to the overall vision and goals of the airport and the fiscal needs to achieve those goals. The business plan should not only support the master plan, but be a tactical element used to aid in the implementation of the master plan. The business plan is not intended to serve as an engineering analysis, noise study, or runway justification study; however, the business plan may serve as a technical element supporting one or more components of an airport master plan. This is accomplished by using the business plan to identify funding sources and set implementation/review schedules for specific projects identified in the master plan. The business plan may also serve to identify goals of the airport, such as increasing and diversifying revenues, reducing service delivery costs, improving both internal and external customer relations, and developing a series of measurements or metrics to determine the level of success of the airport's goals. The business plan can also provide an overview of external airport economic impacts through secondary spending and economic impacts in the community (i.e., off airport development, construction projects, and employment). A business plan can be considered a more short-term implementation document, while a master plan provides the long-term goals of an airport.

There are no specific guidelines on the incorporation of business planning efforts into an airport master plan; however, there are many corresponding features of both, including providing or utilizing aviation activity forecasts, identifying facility improvements, and the development of a CIP. A CIP is not a required aspect of a business plan, and a CIP is not exclusively linked to the business planning process; however, the CIP may be updated or reviewed as part of the business planning process. While the airport master plan is not updated annually, business plans should be reviewed and updated at a minimum on an annual basis. This is necessary to reflect current conditions at an airport and to update the CIP. Both the airport master plan and the business plan should include specific objectives of the planning and long-term development process that can be used in determining aviation needs through specific time periods (short- and long-term), recommending improvements, scheduling improvements, and developing a user/stakeholder involvement process to secure additional support for the plan. It was noted during the development of this *Guidebook* that it is common for airports to include a business planning section, albeit limited in most cases, in their master plan in lieu of developing a stand-alone business plan.

The FDOT *Airport Guidebook for Airport Master Planning* identifies the need to ensure integration and collaboration between comprehensive planning and master planning efforts. This level of coordination and collaboration should also be carried over to the business planning process. Typically, various representatives from local municipalities may be jointly involved in these types of planning efforts, sometimes concurrently if the business plan is being developed as part of the airport master plan. Sharing of information and strategic

coordination, especially during the establishment of a mission, vision, or long-term objectives, is important to ensure that the efforts of the master plan and business plan support the municipality's comprehensive plan.

Coordinating efforts and development/implementation schedules between master plans and business plans will help ensure that the goals of an airport are implemented in a practical manner. If a business plan is being completed as part of a master plan, the recommendations of the airport master plan, including development of the CIP, should be completed before the business planning process is initiated. If included within the master plan, it is also recommended that language be added suggesting the business plan section be reviewed at least on an annual basis to reflect current conditions versus being updated with the master plan itself.

It is critical that the development needs of the airport, including identification of future projects and their timing as they are related to the airport's master plan, are considered during the development of a business plan.

Airport Layout Plans

What is an Airport Layout Plan?

According to the FAA, an airport layout plan (ALP) is "A scaled drawing (or set of drawings), in either traditional or electronic form, of current and future airport facilities that provides a graphic representation of the existing and long-term development plan for the airport and demonstrates the preservation and continuity of safety, utility, and efficiency of the airport to the satisfaction of the FAA." (FAA AC 150/5070-6, *Airport Master Plans*) As noted by the FAA, the ALP should identify existing and planned development and land uses. These can include unimproved land, terminal office space, corporate hangars, tie-downs, ramps, and fuel and support facilities. Albert Whitted Airport in St. Petersburg updated their ALP in 2009 to reflect the completion of capital projects at the airport since the previous ALP was completed as part of their 2005 airport master plan. The ALP for Albert Whitted Airport contains 14 sheets that provide different information related to the airport and surrounding property. The complete ALP can be found at: <http://www.stpete.org/airport/masterplan.asp>.

The FAA requires that all federally obligated airports have an FAA-approved ALP on file that conforms to FAA airport design standards available at the time of the ALP's approval. The airport design standards are outlined in FAA AC 150/5300-13A – Change 1, *Airport Design*.

Airport Layout Plan Relationship to a Business Plan

Because the ALP acts as a blueprint for development at an airport, integration of the business plan recommendations with the ALP is suggested. An ALP should identify what land is intended to be used for aeronautical versus non-aeronautical uses, what land is owned or identified to be acquired by an airport, and land uses surrounding an airport. Before a business plan is developed, the project team should consult and review the ALP to ensure that the recommendations made in the business plan support the proposed development in the ALP. Additionally, understanding potential hazards (incompatible land uses) will allow the project team to use the business plan as an opportunity to mitigate these potential hazards. When an ALP is updated, the project team should review the business plan to ensure that the ALP supports the recommendations of the business plan.

Florida Aviation System Plan (FASP)

The Florida Aviation System Plan (FASP) was developed by FDOT, the FAA, and Florida's Public Airports, through the CFASPP. FASP incorporates the traditional aviation system planning elements provided for in most state aviation system plans. However, the FASP 2025 includes an analysis of the intermodal aspects of the state transportation system and a strategic planning element which identifies seven strategic goals and the approaches, measurements, and recommendations to achieve these goals. This plan also includes a statewide aviation database called the Florida Aviation Database (FAD).

When developing a business plan, consideration should be given to consistency with the FASP guiding statewide aviation plan. In addition, the plan must address sponsor needs and goals while recognizing the financial, manmade, and environmental factors that exist around the airport.

Local Government Comprehensive Plans

What is a Local Government Comprehensive Plan?

In accordance with Ch. 163, Florida Statutes (F.S.), all 67 counties and 411 municipalities in Florida are required to adopt a local government comprehensive plan. The local government comprehensive plan (LGCP) is a policy document based on local needs and values that defines a long-term vision for each community or local government entity. The LGCP also establishes specific goals, objectives, and policies needed to meet statutory requirements. The LGCP helps manage growth, while at the same time protecting the environment and the health and welfare of the community.

As development or redevelopment is proposed in a community, including airport development, those actions must be consistent with the goals, objectives, and policies contained in the LGCP. The LGCP helps identify infrastructure improvements needed to support growth, including those needs related to transportation. However, at this time, it is not a requirement for the LGCP's five-year capital plan component to include projects needed to serve anticipated aviation demand, such as increased capacity on roadways around the airport and related infrastructure improvements. Airports are most frequently included and addressed in one or more of the following elements of an LGCP:

- Transportation
- Future land use
- Intergovernmental coordination
- Capital improvements

It should be noted that airport staff do not necessarily need to write portions of the LGCP related to the airport. Some communities have instead chosen to incorporate their airport master plan directly into the LGCP. At a minimum, airport staff should be included in the overall review of the LGCP, similar to other local departments.

The following summarizes the regulatory requirements that exist relative to the integration of an airport into the LGCP:

- Inclusion of aviation facilities into a comprehensive plan

- Relationship between the comprehensive plan and airport master plan
- Future land use compatibility of land surrounding airports
- Intergovernmental coordination
- Capital improvements schedule

The Local Government Comprehensive Plan's Relationship to Business Planning

Although the development of an airport business plan is neither required nor regulated by federal or state law, implementation of the airport business plan will need to be consistent with local, state, and federal regulations. When developing a business plan, the project team should work to understand how recommendations in the business plan relate to the local government comprehensive plan (LGCP) and the airport master plan. Recommendations and proposed developments that are incompatible with the LGCP; airport master plan; or local, state, and federal regulations may cause the business plan to lose credibility and ultimately be ineffective.

Navigating through the statutory requirements of Ch. 163, F.S. can be difficult. The following information provides specific detail on things to consider regarding Ch. 163, F.S. when developing a business plan.

According to Ch. 163.3177 (6)(b)2.b(j) 5, F.S., the transportation element of a comprehensive plan prepared for a local government within a metropolitan planning area designated as a Metropolitan Planning Organization (M.P.O.) pursuant to Ch. 339.175, F.S. with an urban area (population of 50,000 or greater) must address aviation, rail, seaport facilities, and intermodal terminals and access to those facilities. Additionally, Ch.163.3177 (6)(j)7(b)2.d, F.S., also requires the transportation element to address airports, projected airport and aviation development, and land use compatibility around airports, which includes areas defined in Chs. 333.01 and 333.02, F.S. For local governments with a population less than 50,000, airports are only required to be addressed in the general transportation circulation element of the comprehensive plan (Ch.163.3177 (76)(b) F.S.).

Chapter 163.3177(6)(b)4, F.S., addresses the relationship between local comprehensive plans and airport master plans. An airport master plan and any subsequent amendments to an airport master plan prepared for a publicly owned, operated, and licensed airport in accordance with Ch. 333.06, F.S. may be incorporated into the local comprehensive plan. This section of Ch. 163, F.S. further specifies that amendments to all comprehensive plans shall address land use compatibility for airports consistent with Ch. 333, F.S. As noted within Ch. 380.06 F.S., (24) Statutory Exemptions - Airport master plans adopted into the comprehensive plan are exempt from the development of regional impacts (DRI) process. It is important to note that based on their size, many public-use airports are not subject to DRI requirements. Due to the nature of DRIs and general time frames to complete, it is presumed proposed airports and/or modifications would not seek this avenue. The transportation element of a comprehensive plan also requires the mapping of both existing and future transportation system features. During review, the municipality should coordinate with airport staff as part of the required Evaluations and Appraisal Report (EAR) and the subsequent EAR based amendments for consistency with the most recent master plan and related documents.

Chapter 163.3177(6)(a)2.g, F.S. requires the future land use element to include surveys, studies and data that address the compatibility of uses on lands adjacent to an airport as defined in Ch. 330.35, F.S. and consistent with Ch. 333.02, F.S. Additionally, Ch. 163.3177(6)(a)3.b, F.S. requires that the future land use element include criteria to be used to achieve compatibility of lands adjacent to an airport as defined in Section 330.35 and consistent with Ch. 333.02, F.S.

Chapter 163.3177(6)(h)1.c requires that the intergovernmental coordination element provide for interlocal agreements pursuant to Ch. 333.03(1)(b), F.S. in order to address airport hazards located wholly or partially within a political subdivision that is different than the jurisdiction of the airport.

Chapter 163.3177(3)4, F.S. requires that the capital improvements element include a schedule of capital improvements that includes any publicly funded projects of federal, state or local government, and optionally, privately funded projects for which the local government has no fiscal responsibility.

Compliance with Chapter 333, Florida Statutes

What is in Chapter 333, Florida Statutes?

All local governments and political subdivisions, in accordance with Ch. 333.03, F.S., were required to adopt, administer, and enforce airport zoning regulations for airport hazard areas by October 1, 1977. The purpose of Ch. 333, F.S. is to protect the health, safety, and welfare of the public on the ground and in the air by preventing the creation or establishment of hazards around airports. Additionally, the chapter aims to protect public investment in aviation facilities and to promote the sustainability of airports as transportation resources. Hazards to airports, according to Ch. 333, F.S., may be in the form of tall structures, objects of natural growth, or incompatible land uses and/or activities. When incompatible land uses exist in the airport environs, such uses may result in negative impacts for both aeronautical activities and for the activities associated with the incompatible use. Incompatibilities can also affect the airport's business operations and future development.

Chapter 333, F.S. includes the protection of navigable airspace from the encroachment of structures that are hazardous to air navigation. Such structures can endanger users of airports and those on the ground in the vicinity of airports. Structures that have a negative impact on an airport's navigable airspace can also limit the utility of an airport and compromise public investment. Inconsistencies between recommendations in an airport business plan and Ch. 333, F.S. would be counterproductive and conflict with the intended purpose of the business plan.

Any local government that is located within an airport hazard area must adopt airport zoning regulations in accordance with Ch. 333, F.S. It is the responsibility of each local government to provide the FDOT Aviation and Spaceports Office with a copy of their most current airport zoning or land use development regulations. Local governments must notify FDOT of any changes to local airport zoning ordinances.

Navigating through the statutory requirements of Ch. 333, F.S. can be difficult. The following information provides specific detail on things to consider regarding Ch. 333, F.S. when developing a business plan.

Ch. 333, F.S. and Title 14 CFR Part 77 (Part 77) contain land use/development control provisions, as well as provide directives to evaluate the impact of existing and proposed activities at aviation facilities. Under the provisions of both Ch. 333, F.S. and Part 77, changes that alter the character of an airport's operations and which are identified on an ALP approved by the FAA are subject to the same zoning protection as existing facilities.

Chapter 333.03(1)(a), F.S. provides the power to adopt local zoning regulations and establishes minimum zoning ordinance requirements.

According to Ch. 333, F.S., land use compatibility in the airport environs should be accomplished, to the extent legally possible, by the exercise of police power without compensation.

Relationship between Chapter 333, F.S. and Business Planning

During the development of an airport business plan, the restrictions specified in Ch. 333, F.S. need to be reviewed to ensure that proposed development is in accordance with the statute. If proposed development is found to be in violation of Ch. 333, F.S., then the proposed development must be modified so that it is compliant. An additional resource related to Ch. 333, F.S. is the FDOT *Airport Compatible Land Use Guidebook* available at: <http://www.dot.state.fl.us/aviation/flpub.shtm>. This document, along with the accompanying primer, provides assistance during the business planning process by identifying land uses that are compatible and incompatible with development around airports.

Compliance with Rule 14-60, Florida Administrative Code

What is in Rule 14-60, Florida Administrative Code?

Rule 14-60 of the Florida Administrative Code (F.A.C.) was created to promote safe civil aviation by eliminating hazards; to provide airfield standards for airports; to provide standards for airport marking and lighting; to license and register airports pursuant to the licensing and registration requirements of Ch. 330, F.S.; and to promote flight safety by providing for airspace protection pursuant to the requirements of Ch. 333, F.S.

When developing an airport business plan, special consideration must be given to ensure that the development recommendations are in accordance with Rule 14-60, F.A.C. It is recommended that the project team understand the allowed development limits for variances or permits so that resources are not spent developing recommendations that are infeasible. Coordination with local and state representatives related to Rule 14-60, F.A.C. is recommended before any development plans are made.

During the development of this *Guidebook*, portions of Rule 14-60.007 F.A.C. were in the process of being re-written. If an airport is developing recommendations that they believe may be affected by the changes to Rule 14-60, F.A.C., it is recommended that they contact the FDOT Central Aviation and Spaceports Office to ensure that they remain compliant with the most current state standards. Further information on compliance with Rule 14-60, F.A.C. is provided in the *Airport Compatible Land Use Guidebook* and is available at <http://www.dot.state.fl.us/aviation/flpub.shtm>.

Rule 14-60, F.A.C. could relate to the implementation of recommendations in an airport business plan in the following sections:

- Section 14-60.005, F.A.C. – Governs the approval of sites for new airport development
- Section 14-60.007, F.A.C. – Provides airfield standards for licensed airports
- Section 14-60.009, F.A.C. – Provides airspace protection

Although most physical development at an airport will be depicted in the airport master plan and ALP, airports developing a business plan will need to review Chapters 14-60.007 and 14-60.009, F.A.C. to ensure that proposed developments are in compliance with the prescribed standards.

Long Range Transportation Plans

What is a Long Range Transportation Plan?

A long range transportation plan (LRTP) is a document developed by an Metropolitan Planning Organization (MPO) or other entity to encourage and promote the safe and efficient management, operation, and development of a cost feasible intermodal transportation system that will serve the mobility needs of people and freight within and through urbanized areas, while minimizing transportation-related fuel consumption and air pollution. The LRTP must meet certain established state and federal requirements to maintain each MPO's transportation funding eligibility. In addition to the federal requirements, there are also 11 requirements for LRTPs in Florida, as defined in the Florida Statutes that include elements such as infrastructure improvements and capital investments. Not all of the requirements will relate to projects at airports; however, the following requirements specifically address airports:



1. Identify transportation facilities that should function as an integrated metropolitan transportation system, giving emphasis to facilities that serve important national, state, and regional transportation functions. Those facilities include the facilities on the Strategic Intermodal System designated under Section 339.63 and facilities for which projects have been identified pursuant to Section 339.2819 (Transportation Regional Incentive Program). [339.175(1), F.S.]
2. Address the prevailing principles to be considered in the long range transportation plan: preserving the existing transportation infrastructure; developing surface transportation systems that will foster economic growth and development while minimizing transportation related fuel consumption, air pollution, and greenhouse gas emissions; and improving travel choices to ensure mobility needs of people and freight. The LRTP must be consistent, to the maximum extent feasible, with future land use elements and the goals, objectives, and policies in the approved local government comprehensive plans of the units of local government located within the jurisdiction of the MPO. [339.175(1), (7), F.S.]
3. Identify transportation facilities including, but not limited to, major roadways, airports, seaports, spaceports, commuter rail systems, transit systems, pedestrian walkways, bicycle transportation facilities, and intermodal or multimodal terminals that will function as an integrated metropolitan transportation system. [339.175(7) (a), F.S.]
4. Make the most efficient use of existing transportation facilities to relieve congestion and maximize the mobility of people and goods. [339.175(7) (c), F.S.]

Relationship between a Long Range Transportation Plan and Business Planning

When developing an airport business plan, the project team should coordinate with their MPO where applicable, and ensure that the business plan supports the LRTP. Since the LRTP provides information regarding specific projects that may impact an airport (i.e., construction of a new road, interstate interchange, identification of a freight route, etc.), coordination with the MPO regarding the business planning process is vital. Planned, needed improvements as

identified by an airport, may be addressed as part of the LRTP and vice versa, including the identification of alternative funding sources.

Governmental and Organizational Considerations

In Florida, there is a variety of models of airport ownership and management. Different forms of ownership can affect the day-to-day operation of an airport and can influence the manner in which the business plan may address certain issues, such as actions to facilitate new forms of revenue producing development or the approach and strategy for addressing airport hazard mitigation. The relationship between an airport, the project team, the local government entity, and state and federal entities can also be affected by the airport ownership type. By understanding how airport ownership can affect the development of a business plan, the project team can better understand how to work with the local government and ultimately develop and implement a more effective business plan.

While there are several organizational structures at Florida airports, this section covers the two primary ownership structures of general aviation airports in Florida: local governments and airport authorities. For purposes of this *Guidebook*, local governments include both cities and counties. It is important to note that in some instances, there will be differences in authority between county owned airports and city owned airports. For example, Chapter 125.35, F.S. gives counties specific rights to sell, convey, or lease real property, pending approval from the local board, but does not give cities the same authority. Understanding the differences in authority between cities and counties could play a role in the business planning process. Please review Chapter 125.35, F.S. for more information on the rights of counties to sell or lease property.

Of Florida's public-use general aviation airports, approximately two-thirds are owned by their respective local government, with the remaining third owned and operated by authorities. Within the number of locally-owned airports, a portion of these are owned by the local government entity (city or county), but are managed by a contracted entity (i.e., fixed-base operator). For the purposes of this *Guidebook*, airports managed by contracted agencies will be discussed with the locally-owned airports.

For the most part, there is no difference in the operation of an airport owned and operated by a local government and an airport owned and operated by an authority. Typically, both organizational structures have designated managers and staff who are responsible for the daily operations of the airport and report to elected and/or appointed officials. The primary difference is how funding and revenues are accounted for, which will be covered later in the "Analysis Phase" section of this *Guidebook*.

Airports owned by local governments, including both city and county sponsored airports, are typically operated as divisions of the local government. Airports can range in activity from those with limited facilities, very few to no dedicated staff, a small number of tenants, and a turf runway, such as Wakulla County Airport and Pierson Municipal Airport, to those with dedicated airport managers and staff, multiple facilities and tenants, and paved runways, such as Kissimmee Gateway Airport and Fort Lauderdale Executive Airport.

Airport authorities are autonomous entities that are the sponsors of either a single airport or a group of airports operating as a special purpose government entity within a limited boundary.

Examples of airport authorities in Florida include Hillsborough County Aviation Authority (Tampa International, Peter O. Knight, Plant City, and Tampa Executive), Greater Orlando Aviation Authority (Orlando International and Orlando Executive), Sebring Airport Authority (Sebring Regional), and Titusville-Cocoa Aviation Authority (Arthur Dunn Airpark, Merritt Island, and Space Coast Regional).

During development of an airport business plan, it is important to understand the functions of the ownership entity or sponsor, as well as interactions with local government, state, and federal agencies. The following sections further describe the different types of airport ownership and how they relate to the business planning process.

Local Government Airport Ownership

Local Government Owned Airport Structure

Airports that are owned and operated by their local government are typically established as a department within the local government entity with specific budgetary or line item considerations. Although in some instances, airports may be included within a larger department (i.e., public works department or economic development). Not all municipal governments have the same structure or organization; however, each has similar aspects. The airport manager is employed by the municipality and must report to the city or county manager, who reports to the elected board of officials. In some instances, the airport may only have one full-time staff member overseeing operations at the airport and/or coordinating with other municipal staff; however, it is common for larger general aviation airports to have their own department and/or staff members performing a variety of duties. For example, Fort Lauderdale Executive Airport is included in the Business Enterprises Department of the City of Fort Lauderdale and is authorized to have 21 employees, including a full-time manager, while Arcadia Municipal Airport is administered by the city manager and does not have any full-time employees dedicated to airport operations and activities. In the case of Arcadia, the city manager is responsible for the oversight and management of the airport, but the City contracts daily activities with a fixed base operator (FBO).

Coordination between Airport and Local Government

The success of an airport, and more to the point, the success of a business plan, is largely based on the existence of a cooperative and functional relationship between the airport manager and staff and local government representatives (i.e., city/county manager and elected officials). Ideally, both partners in the relationship work toward the mutually beneficial goals of the airport and the municipality. It is highly beneficial, where practical, to incorporate a more formal understanding through the incorporation of language into comprehensive plans and other policy documents relative to the role of the airport as a key piece of public infrastructure. Information to keep local government officials informed on regular airport activities is typically communicated. Additionally, in successful partnerships, airport management promotes a relationship where staff from the local government entity and/or elected officials support the airport based on an understanding of the benefits of a successful airport and the need to protect the viability of an airport from non-compatible activities. Cultivating this relationship may allow the airport to have an increased and positive presence within the local government and will ultimately allow for a more effective business plan. In some cases, the relationship between an airport and the local government may be based on personal relationships; however, to better facilitate understanding and to provide an enhanced foundation of coordination. It is desirable and beneficial to all parties to pass a resolution or

policy statement that defines how the two will coordinate and cooperate. For example, Ocala International Airport produced the following policy statement regarding its relationship with the City of Ocala:

“The City of Ocala will promote the Ocala International Airport as a premier general aviation airport serving the commercial, industrial, and corporate needs of the City of Ocala and Marion County. The City intends to concentrate on operating the airport as a general aviation facility and expanding current infrastructures to accommodate large aviation activities, while maintaining high levels of service to its tie-down and t-hangar clientele. The Ocala International Airport will operate with fiscal responsibility and responsiveness to the needs of its users and tenants. The vacant Airport land shall be marketed to its highest and best use to ensure the financial viability of the City-owned facility. The City encourages the cooperation of private and public sector investment for the development of corporate hangars and other compatible uses at the Ocala International Airport.

The City will continue to cooperate with Marion County, airport neighbors, and community residents to ensure the airport and its surrounding environment are compatible.

The City recognizes the Ocala Airport Advisory Board as an advisory community group and will utilize this voice to assist in providing input for the development and implementation of airport progress and to provide a means of positive communication with airport users.”

Source: Ocala International Airport. Retrieved January 2014, from <http://www.ocalafl.org/airport/>

This proactive cooperation between the City of Ocala and the Ocala International Airport represents an ideal relationship between an airport and the local government. Though this level of cooperation may not always be feasible, it is important for airport staff to keep the local government informed of programs, operations, and activities at the airport.

Importance to Business Planning

Understanding how to use relationships within the local government is paramount to the success of a business plan. For airports that have dedicated staff and work within the municipal government, utilizing relationships, supplemented where possible with specific policy statements concerning airport related goals or activities, can assist in gaining support of airport plans and projects. For airports that have a more limited role within the municipality, understanding the context and structure of the government can assist them in making strategic connections to increase support for airport plans and projects.

Airport Authority Operated/Owned Airports

Airport Authority Owned Structure

This section provides information for airports that are operated/owned by an airport authority. In Florida, there are laws enabling the creation of airport authorities or boards. Under Florida law, airport authorities are considered special districts, which are considered units of local

special-purpose government. Airport authorities are created as an independent government agency by an act of the Florida State Legislature consistent with Florida Statutes, which states:

“A local unit of special purpose, as opposed to general-purpose, government within a limited boundary, created by general law, special act, local ordinance, or by rule of the Governor and Cabinet.” (Section 189.403(1), F.S.)

Airport authorities are created to operate and manage an airport or system of airports and are typically given similar power and authority as a municipally-owned and operated airport including operations, maintenance, finance, and management. Traditionally, an airport authority oversees an airport manager who in turn manages the day-to-day operations and airport staff.

Airport authorities are structured differently than locally-owned airports. It is common to have a board of directors and a management team who run the airport authority together. Most airport authorities are governed by boards whose members are appointed by elected government officials, though board members are elected in some jurisdictions. Airport authorities generally operate as the airport’s “landlord” by managing the upkeep, improvement, and expansion of facilities, coordinating their use by private companies. Authorities usually operate and own the runways, hangars, passenger terminal building(s), airport grounds, and road connections to the public highway system.

In the case of the Jacksonville Aviation Authority’s Board of Directors seven members, four are appointed by Florida’s governor and three are appointed by the mayor of the City of Jacksonville. These board members are appointed to oversee aviation activities, conduct business, and set policy for the airports within the authority (Jacksonville International Airport, JAXEX at Craig Airport, Herlong Recreational Airport, and Cecil Airport). The management team is responsible for the day-to-day operations of the airports in the authority and provides policy recommendations to the Board of Directors.

Coordination between Authority and Local Governments

Similar in nature to the locally-owned airports, airports owned and operated by an airport authority coordinate with local municipalities in regard to land use, infrastructure, utilities, and other issues related to the airport property. The difference for the airport authority is that since they are separate from the municipalities in terms of operation/ownership, the airport authorities do not have the ability to implement changes to anything outside the airport’s boundaries such as land use or utilities. In some instances, members of the airport authority’s board are also elected officials of the local government entity or entities. When possible, this affiliation should be used to support the goals of the airport in a way that is mutually beneficial to the airport and local government entities. For example, two members of the five-member Hillsborough County Aviation Authority Board are the Mayor of the City of Tampa and a member of the Hillsborough County Board of Commissioners. Having a member of the airport authority board who is also a local county commission member can be beneficial in supporting the goals of the airport.

Effort should be made to provide information to local officials on regular airport activities to inform local government officials of undertakings and accomplishments at the airport. Additionally, it is recommended that airport management and staff identify local staff and elected officials who are supportive of the airport. Cultivating these relationships will allow

the airport to have an increased presence and additional backup within the local government and support for the airport's economic development efforts. Some municipalities may find it beneficial to pass a resolution or policy statement that defines how the two entities will cooperate, coordinate efforts, and respond to any reporting requests.

Importance to Business Planning

If a business plan is being developed by an airport that is owned/operated by an authority, special consideration should be given to the potential for impediments that this ownership structure can present. As noted previously, there may be the potential for conflict with regards to land located adjacent to the airport property and the potential for modifying land uses to support growth around an airport. Noting these challenges early in the business planning process will help the project team in developing mitigation strategies to make the plan more implementable. There can also be issues of impact fees for off airport impacts that are unfavorable to the FAA, including infrastructure needs that may not be consistent with city priorities and an array of other factors.

Similarities between Local Government and Authority-Operated/Owned Airports

Coordination with State and Federal Agencies

Public use airports are governed by a series of federal regulations and requirements. These regulations are specified in Title 14 U.S. Code of Federal Regulations (CFR), Chapters I and II, Federal Aviation Regulations (FAR). In addition to these FARs, airports are also governed by state regulations, including Title XXV, Florida Statutes, relating to Aviation and Rule 14-60, Florida Administrative Code, relating to airfield standards for licensed airports. The FAA also provides guidance to airports in the form of Advisory Circulars (AC) which address various functions at an airport and within its airspace.



In addition to regulations and requirements, FDOT and the FAA provide many public use airports with grant funding for projects that meet their respective eligibility requirements. Neither FDOT nor the FAA has significant interaction with general aviation airports on day-to-day operations or the business planning process. However, when grant funds are requested or modifications at the airport are contemplated, the airport sponsor should schedule a meeting with their FDOT District and FAA



Airports District Office (ADO) representatives to discuss the request, including any guidelines, requirements, and/or reporting. Both FDOT and the FAA (when FAA funding is involved) should be consulted prior to and at regular milestones throughout to ensure that work done at an airport is consistent with funding requirements and to prevent non-compliance with state and federal regulations. This consultation and coordination is necessary for airports owned and operated by local government entities and airport authorities. It may also be beneficial for an

airport sponsor to meet regularly with FDOT and the FAA to keep them informed of airport activities, upcoming plans, and funding needs.

The development of an airport business plan is not required by FDOT or the FAA; therefore, they are not required involvement in the development of airport business plans. However, the airport is highly encouraged to involve both FDOT and the FAA in the development of a business plan to ensure that recommendations, including any projects for which they will seek funding, comply with current requirements and standards including FAA ACs. Coordination and review with these agencies should be undertaken as part of the airport's public outreach and stakeholder interviews.

Airport Management

Airport management varies across the state of Florida. Depending on the airport/sponsor, management ranges from dedicated, full-time airport managers who are trained and experienced in airport and aviation activities, to part-time municipal employees who typically have other responsibilities within the local government structure. As noted in ACRP Report #16, *Guidebook for Managing Small Airports*:

An airport manager is typically responsible for the daily operations of the airport. The airport manager directs, coordinates, and reviews all aircraft operations, maintenance of the airfield and buildings, community relations, and financial matters of the airport. Some airport managers are also responsible for running the airport's FBOs under a separate agreement with the airport owning jurisdiction.

In limited cases, the airport management functions are contracted to a management group, such as an FBO. However, the airport sponsor (whether local government or airport authority) is responsible for overall airport reporting and compliance-related issues to FDOT and the FAA. The contracted entity typically performs daily activities at the airport including coordination with tenants, fuel sales, hangar leases, airport maintenance (either directly or indirectly), and in some cases, security reviews. These individuals in turn report to a representative of the local government, usually the city or county manager and/or the public works director.

Ownership Advantages/Disadvantages

There are inherent advantages and disadvantages to the different forms of airport ownership as it relates to general aviation airport business planning. These are largely dependent on the local conditions and environment within which the airport is located. In many cases, aspects of ownership that some airports see as a benefit will be seen as a disadvantage for others. The following sections provide common advantages and disadvantages that the different ownership types offer.

Airport Authorities

When an airport serves more than one local government or shares a border with another local government, an airport authority may be more beneficial as its authority or board may better reflect the communities in which it serves, as opposed to one specific community. In these instances, a broad or diverse board will typically better reflect the views of the larger community or region as a whole, and provide additional support and resources.

Airport authorities are also not typically subject to local politics and changes in elected officials' views which may vary at each election cycle. While the local elected officials may support the airport and its long-term vision, subsequent elected bodies may not fully support the airport based on perceived fiscal impacts and perceived nuisances associated with the airport.

Another possible advantage of an authority-managed airport is the ability of the airport to operate in a more autonomous environment, with limited outside or direct influences from the local government. This could give the airport the ability to manage and undertake certain business practices upon direction by the board without being tied to local politics. As previously noted, changes in the local elected political makeup can sometimes lead to changes in municipal management personnel and practices that may be contrary to the airport's master plan and vision.

A potential disadvantage of airport authorities is that the airport board members may be appointed by others with or without input from the local jurisdiction. For example, four of the seven members of the Jacksonville Aviation Authority Board of Directors were appointed by Florida's governor. This could lead to the potential loss or limitation of local government involvement in the operations and overall decision-making at the airport. Generally speaking, appointments to the authority range between two- to four-year terms. In addition, the airport authority may not have ad valorem taxing authority, and in those cases, must rely on the airport's business operations and facility charges for funding.

The creation of an airport authority requires approval through the Florida Legislature. The airport must submit a Codified Charter to the Legislature of the State of Florida pursuant to Chapter 189.429, Florida Statutes. The Codified Charter for the formation of the Sebring Airport Authority is provided in **Appendix C**.

Since they do not have to follow a city or county process, airports may consider forming an authority because it is easier for authorities to make decisions and get changes made in everything from rates and charges to procurement. They also may have taxing capabilities that help to support the airport, but do not typically receive public funds similar to municipal-owned airports. These differences may be important for business planning.

Local Government

Some of the advantages provided by a locally-owned and managed airport include direct access to other municipal departments such as legal, planning, real estate management, public information, human resources, public works, procurement, financial, and others. The coordination for these efforts is conducted internally as opposed to externally which would be the case with an independent airport authority. Disadvantages of local government owned airports can include diffusion of airport leadership focus, distribution of staff time to activities other than airport duties, lack of technical airport/aviation knowledge and background, potential for revenue diversion, creation of unnecessary burdens such as budgetary control, hiring restrictions, and other restraints to efficient operation of the airport. Municipal elections may lead to increased staff turnover based on political directives from elected officials.

Importance to Business Planning

There is more than one correct way for an airport to be owned and/or operated, and there are cases throughout Florida showing that both can be successful. Each airport and project team

should thoroughly review the benefits to each form and decide what is in the best interest of the community and the airport. If it is determined that a local government controlled airport desires to create an authority, they must follow appropriate Florida laws and statutes. Additionally, the local government or airport authority should also consider providing either a full-time airport manager, part-time airport manager, or a contracted entity to manage the airport. Again, this determination should be made at the local level and reflect the benefits, as well as available resources, necessary to effectively operate the airport.

Regardless of the ownership type at an airport, the project team should seek to understand the inherent advantages and disadvantages that exist based on the ownership structure of their airport. Developing an effective business plan will ultimately be affected by the working relationship between the airport sponsor and the local government.

General Aviation Airport Business Planning

Phases

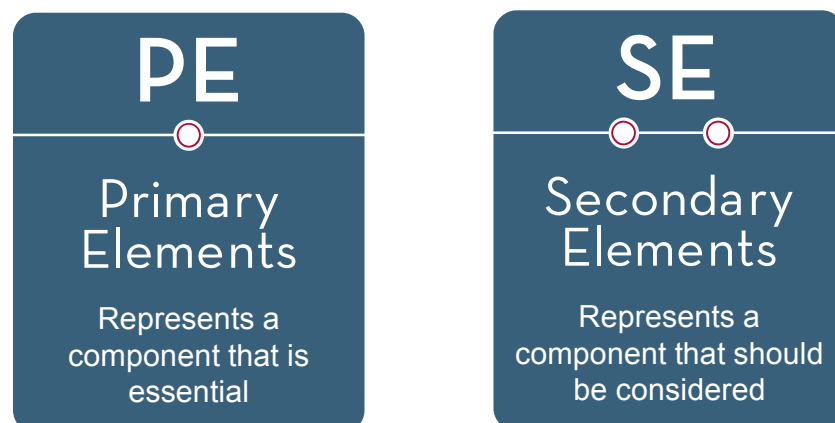
The remainder of this *Guidebook* is divided into three primary phases: Analysis, Business Plan Development, and Implementation. Together, these provide a framework for the project team to complete the development of a business plan. These phases and their interrelatedness are depicted in **Figure 3**.

**FIGURE 3
BUSINESS PLAN COMPONENTS**



Analysis

This phase presents numerous components that can be included in an airport business plan, depending on the size and need of each airport. Even though it is recommended that all airports complete a business plan, the level of detail needed for different airports will vary. Airports of various sizes will have different needs and desired outcomes; therefore, this section identifies two levels of relative importance for the components. These levels of importance will be presented as:



It is recommended that each component presented in this section be evaluated for its specific applicability to each airport by the project team. A component that is labeled as a Secondary Element should be given equal consideration as a Primary Element, depending on the needs of the airport.

Each of the elements shown in **Table 8** will be detailed as part of this section. The subjects that are discussed as part of this section should be documented so that they can be used to develop future sections of the business plan, including the SWOT Analysis and goals and objectives, which are detailed in the second section, “Business Plan Development.” **Table 8** identifies what is discussed in the Analysis Phase.

TABLE 8
ANALYSIS PHASE SECTIONS

Analysis Phase Sections
Project team development
Purpose of project
Desired outcome of project
Review of existing plans and policies
Coordination with local government
Data collection and existing conditions
Vision, mission, values
Needs determination
Airport situation
Public Involvement

Project Team Development



The first step of the business planning process is to develop a project team. The size and diversity of the project team selected will ultimately determine the scope and intensity of the business plan that is developed. Because Florida has airports of many different sizes, the project teams that are assembled could potentially take many different forms, ranging from a complete project team with different staff members, stakeholders, or airport entities, to an airport manager developing the business plan with minimal assistance. Regardless of the composition of the project team, it is important for all members involved to understand the scope of the task and be able to work together and communicate. The project team that is selected will be responsible for completing all phases of the business plan, unless a consultant is hired to assist in the process. Therefore, consideration should be given when selecting the project team to ensure that they will have the availability and appropriate background and knowledge to provide meaningful input.

Project team participants may be internal and/or external to the airport. Participants are considered internal if they are part of airport staff and have direct involvement with day-to-day operations at the airport. External participants consist of on-site lease holders, members of the

local government, or any other participant that the internal project team believes to be beneficial. The project team can consist of a combination of both internal and external participants, though it is likely that for most airports, all of the members of the project team will be airport staff. External participants can be included in the process and provide input as stakeholders without serving on the project team. When assembling the project team, the project manager (discussed below) should be mindful of the fact that more project team members may make the team more difficult to manage. Regardless, it may be beneficial to reach out to potential external participants to determine if they are willing to provide information during the development of certain components of a business plan. When selecting a project team, ACRP Report 77 identifies the following questions that can help identify project team members:

- Who best understands the role and value of the airport to the community?
- Who best understands the role and value of an airport business plan?
- Who has prior experience with business planning (in general) and airport business planning (in particular)?
- Who will most likely provide useful insight, input, and direction?
- Who will most likely be able to stay involved throughout the entire process?

The development of a business plan should be led by the airport manager or their appointed designee. This person will serve as the “project manager.” The project manager is ultimately responsible for guiding the direction of the business plan and tracking the progress of the project, as well as selecting members of the internal and external project teams. Many airports will be understaffed and will not be able to have large project teams. In these instances, it is suggested that the person responsible for completing the plan focus on small/manageable areas of the plan, completing them when feasible. The following sections further explain the roles and responsibilities of the internal and external project teams, as may be desired by the airport. It is not intended that every project team have both internal and external project team members; rather, each project manager should determine the size and makeup of the project team that is appropriate for their airport.

Internal Project Team

The internal project team will be the “core team” and will be responsible for developing a majority of the business plan. If a consultant has been hired to assist with aspects of the project, the project team will also be responsible for managing and reviewing the work done by the consultant. The project team selected by the project manager should be dependable and provide quality work. Individual project managers should be able to identify the members of the airport staff who will be included in the business planning process, as well as describe the role they will have in the project. The composition of internal project teams will vary depending on the airport, but it is suggested that members be included from a variety of different departments, when possible, to allow for greater cross-referencing and multiple areas of knowledge, such as finance, operations, planning, etc. **Figure 4** provides the outline for the internal project team sections that was used by the Cecil Field project team for the completion of their airport business plan.

FIGURE 4
CECIL FIELD INTERNAL PROJECT TEAM RESPONSIBILITY CHART

	Lead (Person responsible for)	Start	Finish
Section One - Background (Review)			
A.1, Purpose and Scope		2/19	3/5
A.2, Background and Need		2/19	3/5
A.3, Airport Role and Mission		2/19	3/5
A.4, Cecil Airport Organizational Structure		2/19	3/5
A.5, Cecil Airport Tenants		2/19	3/5
A.6, Political Jurisdictions		2/19	3/5
A.7, Transportation Linkages		2/19	3/5
A.8, Airport Facilities		2/19	3/5
A.9, Previous Plans and Studies		2/19	3/5
A.10, Environmental Considerations		2/19	3/5
A.11, Regulatory Considerations		2/19	3/5
A.12, Communications and Community Outreach		2/19	3/5
A.13, Business Continuity		2/19	3/5
A.14, Marketing and Economic Incentive Programs		2/19	3/5
Staff Review		3/5	3/12
Section Two - Business Assessment (Review)			
8.1, Business Environment		3/5	3/26
8.2, Existing Tenant Expansion Projects		3/5	3/26
8.3, Future Development		3/5	3/26
8.4, Cecil Airport Operations Data		3/5	3/26
8.5, Airport Development Funding		3/5	3/26
8.6, Aviation Industry Sector Trends and Forecast		3/5	3/26

FIGURE 4 CONTINUED

	Lead (Person responsible for)	Start	Finish
8.7, Historical Review of Cecil Airport Operating Revenues and Expenses		3/5	3/26
Staff Review		3/26	4/2
Section Three - Five Year Business Plan			
Section One, Strategic Goals and Objectives		3/26	4/30
Section Two, Highest and Best Use Analysis		3/26	4/30
Section Three, Maintenance and Equipment Forecast		3/26	4/30
Section Four, Capital Cost		3/26	4/30
Section Five, Personnel Summary		3/26	4/30
Section Six, Cost Reduction Strategies		3/26	4/30
Section Seven, Projected Operating & Maintenance Expenses		3/26	4/30
Section Eight, Projected Revenue		3/26	4/30
Section Nine, Financial Summary		3/26	4/30
Staff Review		4/30	5/6
Management Review			
Senior Management		5/6	5/13
OGC		5/6	5/13
Executive Review		5/13	5/27
Board Action		5/24	6/28
Final Approval - CEO		5/28	6/28

Source: Jacksonville Aviation Authority, Acquired May 29, 2013

External Project Team

The external project team will most likely be used to provide technical assistance or specific information during project development and can therefore be thought of as the “supplementary team.” External project team members could include any local entity that has an interest in the airport or is identified by the airport sponsor/internal project team as providing necessary and useful information to the development of the plan. It is important to note that the external project team will only be used to provide information, review, or technical assistance, and will most likely not be involved in writing the business plan. External project team members differ from stakeholders in the fact that they should provide more technical/specific information related to the airport. Some of the external project team members may also serve as stakeholders, but the external project team and stakeholders should not be analogous. Potential external project team members include:

- On-site leaseholders at the airport
- Local government officials
- Users of the airport facilities
- Local businesses
- Tourism boards
- FDOT
- FAA

Before development of the airport business plan begins, members of the internal project team should reach out to potential external members to gauge their interest in participating in the development of the business plan. By coordinating with these entities prior to project commencement, they will be able to distribute information throughout their organization on the development of the business plan and identify areas of expertise/involvement.

Consultant Staff

Airports may consider hiring consultant staff to assist with the development of an airport business plan. The consultant staff can serve as an extension of the airport staff and manage the development of the business plan. The airport should select a consultant familiar with both aviation operations and the business planning process. Although consultants can help manage the project, the airport manager, airport staff, and the external project team should be involved in every phase of the process to ensure that the airport business plan is realistic and accurately reflects the vision for the airport, especially when it comes to the implementation of specific objectives. Depending on the services that are to be provided, a request for proposal (RFP) or request for qualification (RFQ) will be needed. For reference, a sample RFQ is included in **Appendix D**. An RFQ is used to have consulting firms propose to serve as an airport’s consultant.

Purpose of Project



The Purpose of Project section provides a justification or purpose for the development of an airport business plan and acts as a project-specific “mission statement.” In this section, the appropriate authority can be referenced to indicate how the project was originally conceived.

As part of the business plan that was completed for the Fort Lauderdale Executive Airport, the following project purpose was identified:

With input from the Master Plan’s Technical Advisory Group, a collection of Airport goals and objectives were established that were expanded upon to derive a clear and concise set of targets and action items that support or facilitate the achievement of each goal or objective. The strategic business plan represents a management guide for the Airport that defines key priorities and facilitates the decision-making process for the City relative to the utilization of resources and Airport assets and the capitalization of emerging business opportunities.

Providing the project purpose can help solidify and justify the need to develop a business plan. While the primary purpose of a business plan is to assist an airport in becoming more financially sustainable, providing additional justification will increase the acceptance of a business plan.

Desired Outcome of Project



The development of an airport business plan will most likely come from a desire to achieve greater financial self-sufficiency. This section introduces the future outcome(s) and programs and/or projects that the airport or project team would like to see as a result of business plan implementation. The conclusions that are developed in this section will be used later when developing the goals and objectives in the “Business Plan Development” section of this *Guidebook*. This section should also justify the purpose of completing a business plan. For example, Fort Lauderdale Executive Airport’s Strategic Business Master Plan Update states the following in their desired outcome for a business plan:

The strategic business plan for FXE will help provide a systematic framework for the City to set in motion critical goals and objectives “today” that will have in some cases an immediate impact, and certainly in all cases a positive impact on FXE, its tenants, users, stakeholders and the community. Ultimately, the strategic business plan will help the City maximize the likelihood that FXE remains effective in improving the financial contributions and economic benefits it offers to the communities it serves.

This section should not provide specific details on the project, but simply introduce the desired outcome of its development. The desired outcome does not necessarily need to be developed as shown in the example above; alternatively, it can be developed as a list of items that are used to develop goals and objectives of a business plan.

Review of Existing Plans and Policies



Because airports do not exist in isolation, coordination between an airport business plan and other airport, local, and state plans that affect an airport should be reviewed. Many of these plans are covered extensively in the “Coordination with Other Plans and Policies” section of this *Guidebook* and include the airport master plan, local comprehensive plans, and other documents. When completing this section of the business plan, the project team should make note of when various plans have been developed, when they are scheduled to be updated or implemented, and how they could

potentially affect the airport. **Table 9** shows what plans and policies, at a minimum, should be reviewed for their potential effect on an airport.

TABLE 9
PLANS AND POLICIES TO REVIEW

Plans and Policies to Review
Airport Master Plan
Airport Layout Plan
Local Government Comprehensive Plan
Community Redevelopment Agency (CRA) Plans, if applicable
Compliance with Chapter 333, Florida Statutes
Compliance with Rule 14-60, Florida Administrative Code
Long Range Transportation Plans

Of primary importance is an understanding of the proposed development and timing of the airport master plan. Airport master plans are designed to be implemented over a 20-year horizon; therefore, it is likely that projects included in the master plan, airport layout plan, and corresponding CIP will overlap with developments or recommendations that are identified in the business plan. Additionally, elements of the data collection efforts completed as part of a master plan may be the same (or similar) as the data collection necessary for a business plan. The adequacy of the master plan data for business planning will depend in part on the intervening period between the master planning process and the development of the business plan.

As part of this review, documents that are supportive and/or contradicting to the airport and its plans and policies should be identified and strategies should be developed to address them.

Reviewing existing plans is recommended so that the project team can have a better understanding of what is occurring in and around the airport, including ensuring consistency with the adopted plans; however, it does not necessarily need to be included as a part of the written business plan product. Rather, the information can be used to develop the recommendations of the business plan and/or provide a comparison to potential actions.

Coordination with Local Government



Coordination with the local government is an important part of the business planning process. When an airport is located within multiple jurisdictions or is funded by more than one local government, each government entity should be involved. If a local government representative has volunteered to assist in the development of the business plan as part of the external project team, this may suffice for coordination with the local government. However, the situation at individual airports will vary; therefore, the project team should determine if additional coordination with the local government is needed. Involving the local government in the beginning of the project will allow for more open discussion, ultimately resulting in a more realistic and implementable business plan. Coordination with the local government should not be limited to any single portion of the business planning process; instead, the local government should be included throughout the development of the business plan.

Developing a good working relationship with the local administrator and board or commissioners will help the airport promote its goals.

Every airport will have a different level of interaction with the local government; therefore, it is up to the project team to determine and facilitate the level of coordination that is appropriate. This information should be used, when applicable, to develop the business plan. There is no limit to the number of representatives that can be involved in the process; however, from discussions with airports in Florida, the city/county administrator and elected board/commissioners were identified as important parties to coordinate with during development of a business plan for the following reasons.

City/County Administrator

The city or county administrator is, in most cases, an appointed official who serves as the chief executive officer of a local government and is responsible for carrying out the agenda of the elected board or commissioners. The administrator will usually have the most intimate knowledge of current events and trends in a local government and should be able to help the project team navigate the local political environment. Even if they are not directly involved with any activities at an airport, their ability to communicate with citizens, elected officials, and other interested parties is invaluable. Additionally, the administrator will likely be involved with or in charge of developing the operating budget for a local government.

City/County Board or Commission

The primary role of the city or county board or commission is to provide direction to the administrator and staff on all decisions that concern the local government. At many airports in Florida, the decisions of the airport are ultimately made by the local board or commissioners. Though a business plan may not need to be formally adopted to be implemented, including the commission (or commission representatives) will help build consensus related to development at the airport. It should be noted that while the business plan does not need to be adopted by the board, recommendations (financial, land use, capital development, etc.) in the plan may need to be approved by the governing body for prioritization and funding. When developing a business plan, the project team should note which elements would require local approval to be

funded. Developing a good relationship with members of the board/commission will enable the airport to have a representative that advocates the airport to the other members of the board/commission.

While a business plan does not need to be adopted by the board, recommendations in the plan may need to be approved by the governing body for prioritization and funding. When developing a business plan, the project team should note what elements would require local approval to be funded.

Data Collection and Existing Conditions



This section of a business plan documents information on the data and existing conditions present at the respective airport (i.e., infrastructure, facilities, tenant information/needs) and the information necessary to complete the SWOT Analysis component of the business planning process, detailed in the “Business Plan Development” phase of this *Guidebook*. Much of the information included in this section will also typically be collected as part of an airport master plan; therefore, the project team should determine what information has already been collected, what information is available and needs to be updated, and what additional information should be obtained. **Table 10** shows the information that should be gathered as part of this section.

TABLE 10
DATA COLLECTION AND EXISTING CONDITIONS

Data Collection and Existing Conditions
Existing facilities and services
Tenants and lease agreements
Existing and forecasted operations and based aircraft
Environmental considerations
Financials
Land and asset inventory

Existing Facilities and Services

An airport’s facilities and services and their capacity should be documented as part of a business plan. This will include an update of the data collection that was completed as part of the airport’s master plan and any other related studies. As identified in FDOT’s *Guidebook for Airport Master Planning*, the following facilities and conditions should be reviewed and updated when conducting a business plan:

- Airfield in general
- Runways and taxiways (including length, width, and pavement strength)

- Lighting and NAVAIDs
- Terminal, administration, and other buildings
- Support facilities (tower, ARFF, maintenance)
- Aircraft hangar and apron areas
- Fueling and fuel storage facilities
- Airport access roads and vehicular parking
- Quantity and type of hangars
- Transient aircraft parking apron areas
- Tie-down positions
- General aviation terminal facilities
- Aircraft parking aprons
- Fixed base operators
- Flight training/schools
- Pilot shops
- Number and fleet mix of aircraft
- Capacity
- Airport approach

This section of a business plan should note the general conditions, maintenance schedule/costs, or other applicable aspects that may be of importance for the existing facilities and services. Not all project teams will need to collect information on all of these elements; rather, only the elements that are most important to the airport and its development should be reviewed.

Understanding the airport's existing facilities, capabilities, conditions, and capacity will help the project team throughout the development of the business plan set realistic and financially feasible goals and will help when marketing the airport to future tenants.

Lease Agreements and Tenants

Lease Agreements

Documenting the tenants that operate out of the existing facilities, and the terms and length of those lease agreements, will enable the project team to better understand the anticipated revenues, facility commitments, time frames of the leases, escalation and reversion clauses, and conditions of the leases (i.e., ongoing maintenance) that are currently outstanding at the airport. The FAA typically will not approve a lease for greater than 50 years, while Florida, pursuant to Chapter 332.08 (1) (c), FS, will not allow a lease to be longer than 30 years. It was noted during the development of this *Guidebook* that many airports have long-term leaseholders at their airport. In most instances, long-term leases at an airport are viewed positively since they provide a dedicated financial commitment for designated space at the airport over a certain period of time. However, it was noted that this is not always the case. Some airports had previously adopted lease agreements which may no longer match the value of the property on which the tenant is located (i.e., lease agreements were approved with artificially low or nominal amounts based on the economic conditions at that time). Though long-term leases may not be seen as desirable, it should be noted that a long-term lease may be essential if the airport wants a tenant in need of bank financing over a long time frame. There have been instances where a valuable potential tenant could not get bank financing because the lease duration was not long enough.

Items for consideration when writing a new lease or amending an old lease:

- Land uses
- Airport layout plan
- Length of lessee
- Lease value
- Legal review
- Reversion clauses
- Construction of improvements
- Maintenance and upkeep

- Escalation clauses
- Assignment and or transfer
- Lease extensions
- Conditions of property

Another problem identified with long-term leases is that airports may presume to have constant lease revenues; however, if the tenant chooses to relocate at the end of their lease, the airport will lose that revenue, unless another tenant is identified and contracted. Additionally, some airports noted a lack of diversity and/or ongoing recruiting efforts of businesses based on the assumptions of retaining a long-term lease holder. In such instances, airports are dependent on the lease holder continuing to operate at the airport. The project team and airport staff should ensure that they have contingency measures in place should a lease be terminated or modified.

When preparing a business plan, the project team should review the current lease agreements and understand the parameters and obligations that may conflict with the airport's future plans and potentially restrict other marketing and business development opportunities. Understanding the terms (fees, restrictions, requirements, etc.) of lease agreements will help the project team to develop a business plan that will accommodate changes reflective of the current and future facility needs and available revenues needed to support those projects identified in the airport master plan, airport layout plan, and CIP. Additionally, the project team needs to consider what type of lease is most beneficial for their airport, including opportunities and/or conditions recommended to extend a lease (i.e., infusion of additional capital investment in the current site). It should also be noted that lease proposals should be in accordance with the adopted ALP and any modifications to address a potential lease need to be understood. In cases of well-established airports, or in areas where markets allow it, land leases can provide the most cost-effective form of lease. In these instances, airports only lease the land and the tenant is responsible for constructing and maintaining the property throughout the term of the lease. More frequently, airports will need to provide property leases. These are the more traditional form of lease in which the airport is responsible for construction, upkeep, maintenance of the facilities, and the use for the leased property.

Well-developed lease agreements are one of the best ways for an airport to become more financially self-sufficient. Local governments/airports should consider developing airport-specific leasing policies and procedures as compared to leasing provisions that may be used on a city- or county-wide basis (i.e., parks and recreation facilities, public spaces, etc.). As noted above, some airports are affected by leases that were adopted decades ago and are not competitive in today's market. Ideally, leases will be written so that the lessee has an explicit responsibility to the airport and its ownership. While some airports provide only land leases, others provide space on the ground, and it is the tenants' responsibility to construct and maintain a facility. Others provide turn-key operations where the airport develops, constructs, and maintains the facility. For example, Fernandina Beach Municipal Airport created the following policy with regards to ground leases at their airport:

The term for ground leases will be no longer than twenty (20) years. The City views an Airport ground lease as a partnership and requires the Lessee to properly maintain and improve the facility over the term of the lease. Provided Lessee is not in default of any terms and conditions of lease, the Lessee may request City written approval to extend the Agreement for an additional five (5) years. This may be done twice. Such written notice of request for extension must be given a minimum of 120 days and no more than 270 days before the end of each term. Any option

for extension of the Agreement shall be subject to performance standards to include continued capital investment toward improvements and repair.

For reference, the complete lease agreement policy for Fernandina Beach Municipal Airport is provided in **Appendix E**. This lease agreement policy is provided only for reference, individual airport sponsors should develop leases that are suited to the needs of their airport and supporting infrastructure.

Reversion Clauses

Reversion clauses occur when the physical improvements revert ownership back to the airport sponsor. The issues with a reversion clause are:

- Airport sponsor acquires a building and can sell, lease, or rent the unit at its will.
- Airport sponsor assumes maintenance of the building.
- Hangar owner loses his initial investment.
- Typically, hangar values peak shortly after passing the halfway point of a ground lease. It then flattens out and then decreases sharply as the lease term draws to a close.
- The average hangar owner may not maintain the property due to change in ownership or as the end of the lease is approaching.

Without a reversion clause, ownership of the unit continues to be held by private parties at the end of the lease term. The issues without a reversion clause are:

- Tenant maintains the building structure throughout the life of the structure.
- Tenant protects initial investment.
- It is possible that more financial institutions will provide mortgages for the hangar units.
- Airport sponsor does not acquire a 40-year-old building, or the associated maintenance issues.
- Airport sponsor is justified in charging a higher ground lease rate and a shorter lease term.
- Hangar values are stabilized since the unit always remains under ownership of private sector.
- Tenant risks moving or removing the building improvements in the event the lease is not renewed.

The FAA presented information at the 2014 FAC State Summit entitled *Airport Leasing 101: A Guide for Florida Airports*, which provides additional information and guidance, including steps a sponsor should take prior to leasing, establishing a relationship between land use and leasing, and a general framework for an airport leasing policy. A key element presented by the FAA specific to reversion clauses indicated that reversion clauses are needed for non-aeronautical-use leases in case the property is ever needed for aeronautical uses. The presentation also provided an overview of the FAA preferred leasing practices. The presentation is included in **Appendix F** for reference.

Lease agreements should be reviewed and approved consistent with an airport's needs. Airports should weigh the differences between various types of leases and determine the most beneficial approach for their respective airport. Some airports have noted a preference to remain in full

control of facilities at the airport and can typically charge higher lease rates, while others have noted that land leases are more economical and practical for their operations. Land leases may result in lower revenues, yet may be cost-effective as construction, development, and maintenance of the facility is the tenants' responsibility, subject to certain standards.

Tenants

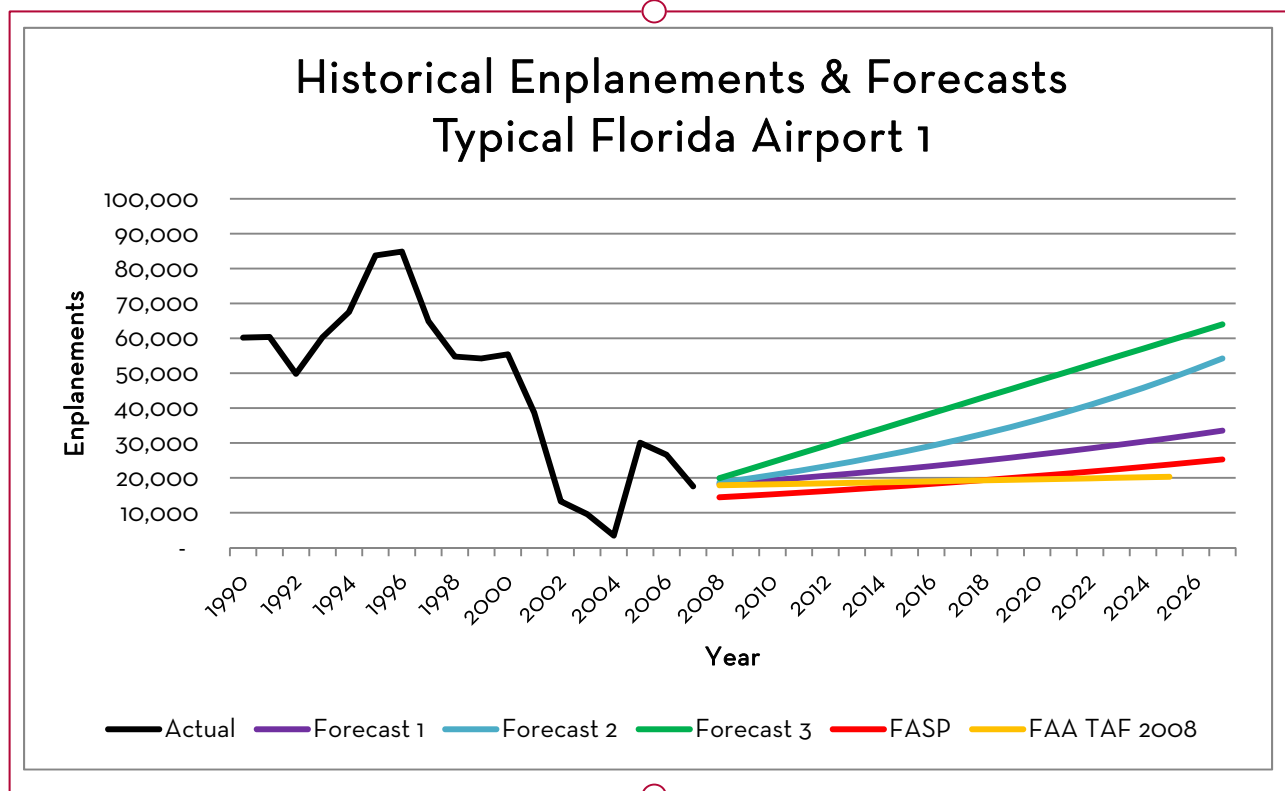
It was noted during stakeholder interviews for the development of this *Guidebook* that many airports are trying to attract more non-aeronautical business to their airport. These businesses are seen as more financially stable and may generate increased revenues compared to some aeronautical operations due to a diversification of uses. Additionally, non-aeronautical tenants may generate additional revenues based on fair-market lease requirements. Examples of non-aeronautical uses are golf courses (with consideration of wildlife habitats), agricultural land (developed in accordance with the *Airport Compatible Land Use Guidebook*), retail facilities, offices, hotels, warehouses, and restaurants. Understanding the composition of aeronautical and non-aeronautical tenants will help the project team understand how they can diversify their land holdings. As part of this analysis, the project team must first look at what land is needed for aeronautical purposes. This is part of ALP or master planning processes where the future demand is examined and land uses within the airport property are determined. The project team should ensure that they have enough property to meet the aeronautical needs of the airport as identified in the master plan and ALP. If other land is available, the project team may pursue additional non-aeronautical uses.

Operations and Based Aircraft

Existing

Documenting the number of existing airport operations (number of take-offs and landings) and based aircraft is an important part of understanding the role of the airport and the intensity of anticipated development at the airport. In most instances, airports will have an estimate of the number of operations that are completed at the airport, though without an air traffic control tower, these numbers tend to be approximations and can be inaccurate. In these instances, based aircraft is typically the best measure of activity at an airport, as it provides a more tangible metric for activity at an airport. Figures for both operations and based aircraft are provided by airport managers to the Florida Aviation Database (FAD) so that they can be tracked over time. For airports with flight schools and/or charter operations, the number of based aircraft may not be an accurate representation of the existing operations levels. In those instances, airports should develop a consistent metric based on a methodology that can be replicated with future review and update of the airport's business plan. To get the most accurate information possible, a new count of based aircraft should be completed as part of the business plan and updated on at least an annual basis. Congruently, airport managers/sponsors are now required to update the number of based aircraft at their airport in the FAA Based Aircraft Registry. It is also beneficial to document the prevalence of military, helicopter, or other alternative operations. At airports such as Cecil Field, where military operations are commonplace, these operations will make up a large percentage of the overall operations that occur at the airport. Other airports may experience limited to no operations of this type. **Figure 5** shows an example of a graph containing historical, existing, and forecasted enplanements. (Note: enplanements are typically recorded at commercial airports, for a general aviation airport this table would contain operations).

FIGURE 5
EXAMPLE OF HISTORICAL, EXISTING, AND FORECASTED ENPLANEMENTS GRAPH



Source: FDOT Guidebook for Airport Master Planning

Forecasted

Typically, the airport master plan will provide operation forecasts for low, high, and selected scenarios. Projected operations can be based on a number of factors, including the aviation industry as a whole, local, regional, state, and federal economics, and fuel prices. Forecasts are available for many airports from the FAA through FAA Operations and Performance Data and FDOT through the Florida Aviation Database. These sources can be utilized when more accurate counts are not able to be collected by the airport or project team.

Existing and forecasted activity at an airport is a critical component of airport business plan development. Forecasted aviation operations are essential to a baseline assessment of the airport and related recommendations. The forecast should take into account existing levels and projected inventory of all aircraft activity at the airport, including general aviation activities, flight schools/training, maintenance operations, and, where applicable, charter service, air cargo operations, and military operations. Typically, a historical analysis is provided in an effort to establish a baseline and placed in the context of economic, employment, and population growth trends of the airport or airport trade area. This analysis projects aviation activity at the airport over defined time frames. Forecasts can also include potential changes in aircraft size and type operating at the airport. **Figure 6** shows an example of a table containing historical, existing, and forecasted based aircraft and operations.

FIGURE 6
EXAMPLE OF HISTORICAL, EXISTING, AND FORECASTED BASED AIRCRAFT TABLE

Table 11-9
HISTORICAL BASED AIRCRAFT AND FORECASTS - TYPICAL FLORIDA AIRPORT

Year	Based Aircraft					Operations				
	Single Engine	Jet Engine	Multi-Engine	Helicopter	Other	Local	itinerant	IFR	Peak Day	Total
1999	24	0	5	0	0	12,000	10,000	0	80	22,000
2000	24	0	5	0	0	12,000	10,000	0	80	22,000
2001	24	0	5	0	0	12,000	10,000	0	79	22,000
2002	19	0	5	0	0	12,000	10,000	0	79	22,000
2003	19	0	3	0	0	10,950	8,500	0	70	19,450
2004	19	0	3	0	0	10,950	8,500	0	70	19,450
2005	19	0	3	0	0	10,950	8,500	0	69	19,450
2006	19	0	3	0	0	10,950	8,500	0	69	19,450
2007	19	0	3	0	0	11,800	6,500	0	60	18,300
2008	20	0	3	0	0	11,800	6,500	0	60	18,300
2009	20	0	3	0	0	12,429	6,500	0	66	18,929
2015	22	0	3	0	0	12,970	7,080	0	70	20,050
2020	23	1	3	0	0	14,320	7,570	0	76	21,890
2030	27	1	1	1	0	17,550	8,550	0	91	26,100

Source: FDOT Guidebook for Airport Master Planning

The project team needs to understand the type of airport operations, whether private aviation, flight training, charters, air ambulance or corporate aviation activities, and how they affect business at an airport. Additionally, understanding the type of based aircraft and the airport reference code will provide insight into marketing and development efforts at the airport. While an airport may have runway and taxiway facilities typically used by private, general aviation aircraft, the design of the airport's facilities may support larger, more diverse aircraft. The location and type of facilities at the airport may also drive the ability to provide certain services. For example, the location of a larger taxiway and apron facilities located adjacent to or in close proximity to vacant land can provide opportunities to market to business-related entities or certain aircraft maintenance, repair, and overhaul (MRO) facilities.

Environmental Considerations

The project team needs to have an understanding of any environmentally sensitive, protected, and/or undevelopable lands, both on and around the airport property. Typically, through the airport master plan process, an airport will conduct an environmental overview or high level inventory, which should identify any lands that are environmentally sensitive, protected habitats, or floodplains protected by local, state, or federal agencies. The *FDOT Guidebook for Airport Master Planning* provides information on applicable Federal and State Statutes as they relate to environmental considerations of an airport. This information is provided in Table II-2 of the *Guidebook for Airport Master Planning*. These constraints can limit development at the airport and need to be considered as part of the analysis of the airport's potential (future) development. Development or impacts within these areas should generally be avoided; potential mitigation or reclamation can be costly depending on the type and level of impact. There may also be permitting challenges and additional costs associated with proposed development within an environmentally sensitive area.

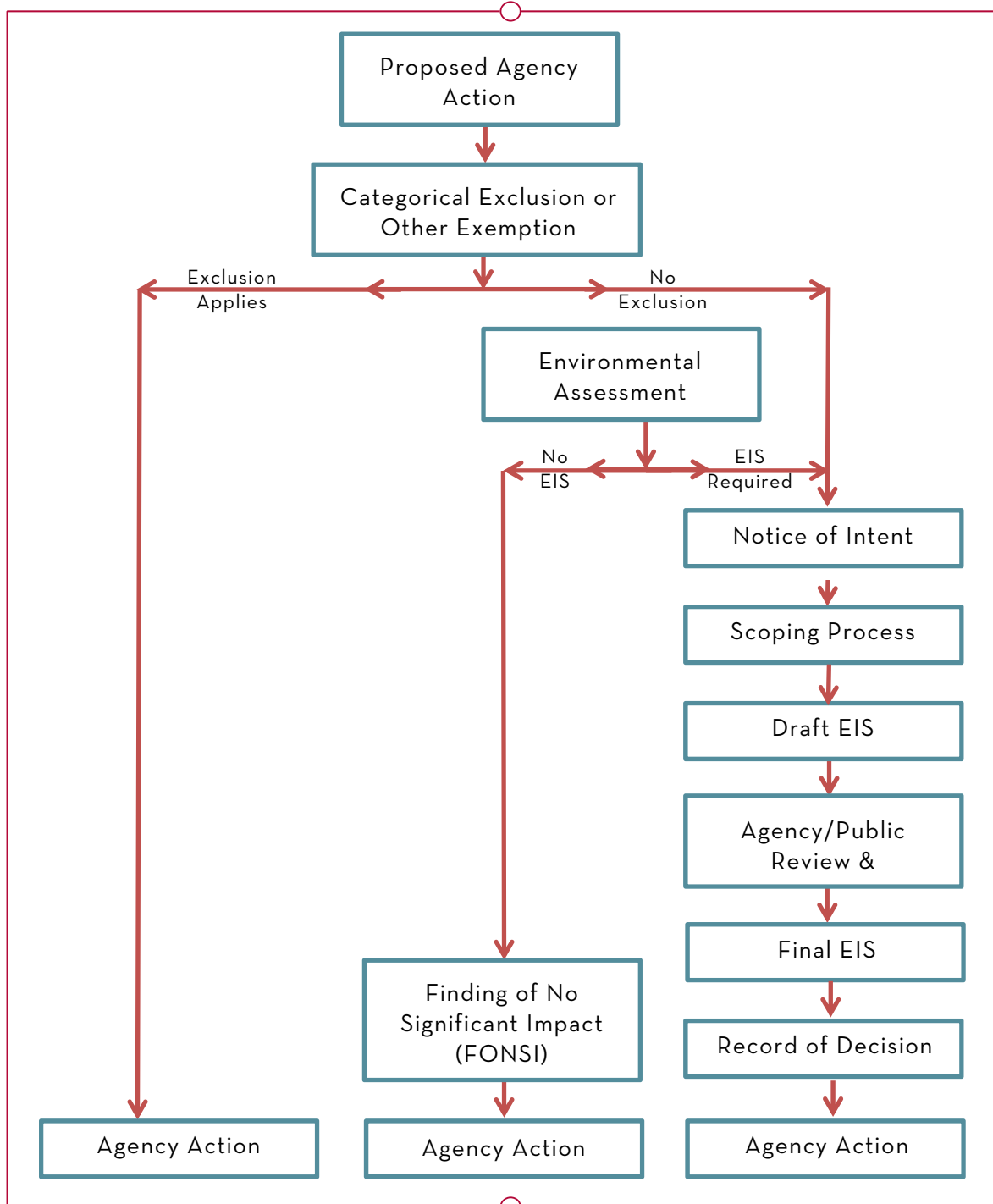
The National Environmental Policy Act (NEPA) of 1969 was established to evaluate the relevant environmental effects of reasonable and feasible alternatives that address a need to take action. This act requires an environmental analysis to determine the magnitude of impact a project, that is currently receiving or could in the future receive federal funds, has on the environment. When developing a business plan, the complete environmental process will not be necessary. However, if the business plan results in a need to take action, NEPA process guidelines should be consulted to determine whether the action is covered under NEPA. The *FDOT Guidebook for Airport Master Planning* provides a flow chart that visually illustrates the NEPA process. This is provided in **Figure 7**. The following levels of analysis may be undertaken to comply with the law:

Categorical Exclusion (CE): An undertaking may be categorically excluded from a detailed environmental analysis if it meets certain criteria that a federal agency has previously determined as having no significant environmental impact, individually or cumulatively. A number of agencies, including FAA, have developed lists of actions which are normally categorically excluded from environmental evaluation under their NEPA regulations. However, the action should be reviewed to confirm that no extraordinary circumstances exist that may cause a significant effect in a particular instance. If the action is not on the list of typical categorical exclusions or there are extraordinary circumstances, the agency must prepare an elevated level of documentation, an EA or EIS. Additionally, a modified proposed action could qualify as a Categorical Exclusion.

Environmental Assessment (EA)/Finding of No Significant Impact (FONSI): A federal agency prepares a written environmental assessment (EA) to determine the significance of the environmental effects of a proposed action and to identify any prudent and feasible alternatives that address the need to take action. The EA is to be a concise document providing evidence and analysis to allow for the determination of the need to prepare an environmental impact statement (EIS), allow for agency compliance with NEPA when an EIS is not warranted, and support the preparation of an EIS when one is necessary. Following the completion of the EA, if no substantial effects on the environment are found, a Finding of No Significant Impact (FONSI) may be prepared.

Environmental Impact Statement (EIS): An EIS is a more detailed environmental evaluation of the proposed action and all prudent and feasible alternatives that meet the identified need. The public, other federal agencies, and outside parties may provide input into the preparation of an EIS and comment on the draft EIS upon completion. The EIS should address environmental impacts, including those that are adverse and cannot be avoided, the reasonable alternatives evaluated, and cumulative effects on the environment that could comment from the commitment of resources to address the proposed action. (An EIS is uncommon, though not unheard of at general aviation airports; FONSI's are much more common.)

FIGURE 7
NEPA ENVIRONMENTAL REVIEW PROCESS



Source: Bass, Ronald E. and Albert J. Herson, *Mastering NEPA: A Step-by-Step Approach*, 1993

Environmental considerations are not just limited to habitats, wetlands, and similarly situated environmentally sensitive areas. It was noted during the development of this *Guidebook* that some older airports or properties adjacent to airports were used as landfills and, as such, may be contaminated. Where contamination is present, the airport or local government is encouraged to seek brownfield designation for the site. The airport or local government can adopt a resolution designating an area as an economic enhancement area per the requirements for brownfield incentives in Chapter 376, F.S. The Florida Department of Environmental Protection (FDEP) Brownfield Program is used as an economic development tool for properties within a designated brownfield area. A brownfield area designation can provide for financial incentives to property owners that otherwise might not be available. Incentives may include bonus refunds for job creation, loan guarantees, and sales/use tax exemptions. This is a voluntary program, so property owners within a designated area do not have to participate in the program.

In addition to federal environmental considerations, local governments will likely have local environmental regulations that must be taken into consideration as part of future development. Local officials should be consulted so that the appropriate environmental guidelines and regulations are followed.

Financials

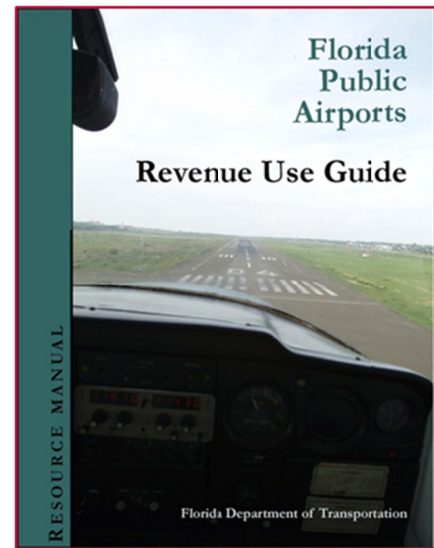
A review of the airport's financial documents, including revenues, grants, funding alternatives, in-kind services, expenses, etc., will allow the project team to better understand the funds needed for airport operations, as compared to capital projects on an annual basis. Typically, financial information will be identified as operations and maintenance, revenues, capital improvements and, in some cases, a funding strategy. Financial information should also include any fuel sales, surcharges, and hangar leases (differentiated between long- and short-term/overnight). The financial strategy will, in most cases, also include information regarding indebtedness and annual debt service. It also may include debt service targets as a representation of percent of annual gross revenues. This information will help the project team gain a better understanding of the airport's financial condition. In order to make this analysis more beneficial, noting the general condition of the facilities will help eliminate the duplication of effort. As part of this analysis, the project team should also document the types of services that are available on airport property. ACRP Report 77 provides worksheets that may be beneficial for some airport sponsors when preparing airport budgets and financial statements. More information on airport financials is covered in the Implementation section of this *Guidebook*.

Revenue Diversion

Revenue diversion is the redirecting of airport revenue for use in the local government's general fund. The *Florida Public Airports Revenue Use Guide* states that airport revenue is any revenue that is received by the airport sponsor for an airport activity, including fees and proceeds received from air carriers, tenants, and other parties, as well as the revenues from the sale, transfer, or disposition of real property. Airport revenue also includes all revenues received by the sponsor from the activities conducted by the sponsor as an airport owner and operator. Airport revenue does not apply to revenues generated by the airport tenants or users themselves, but only to the revenues that the airport is paid by those tenants or users for their use of the land or airport facilities.

Revenue diversion was identified during stakeholder interviews for this *Guidebook* as an issue facing many general aviation airports. Revenue diversion is an issue for any public-use airport that accepts state or federal grant money. Accepting federal and state funding requires certain contractual obligations, one of which stipulates that all airport-generated revenues should be spent at the airport. Since FDOT and the FAA are not capable of providing for all of an airport's development needs, revenues generated at an airport need to be used for operations and development to ensure adequate infrastructure maintenance and investment. The diversion of airport revenue for non-aviation uses limits the effectiveness of FDOT and FAA assistance. Federal transportation officials can also withhold general transportation funds from any local government that diverts revenue generated by a public airport. Under 49 USC §47107, the U.S. Secretary of Transportation:

May withhold any amount from funds that would otherwise be made available to the sponsor, including funds that would otherwise be made available to a State, municipality or political subdivision thereof (including any multimodal transportation agency or transit authority of which the sponsor is a member entity) as part of an apportionment or grant if the sponsor fails to reimburse the airport for unlawfully diverted revenue.



Land and Asset Inventory

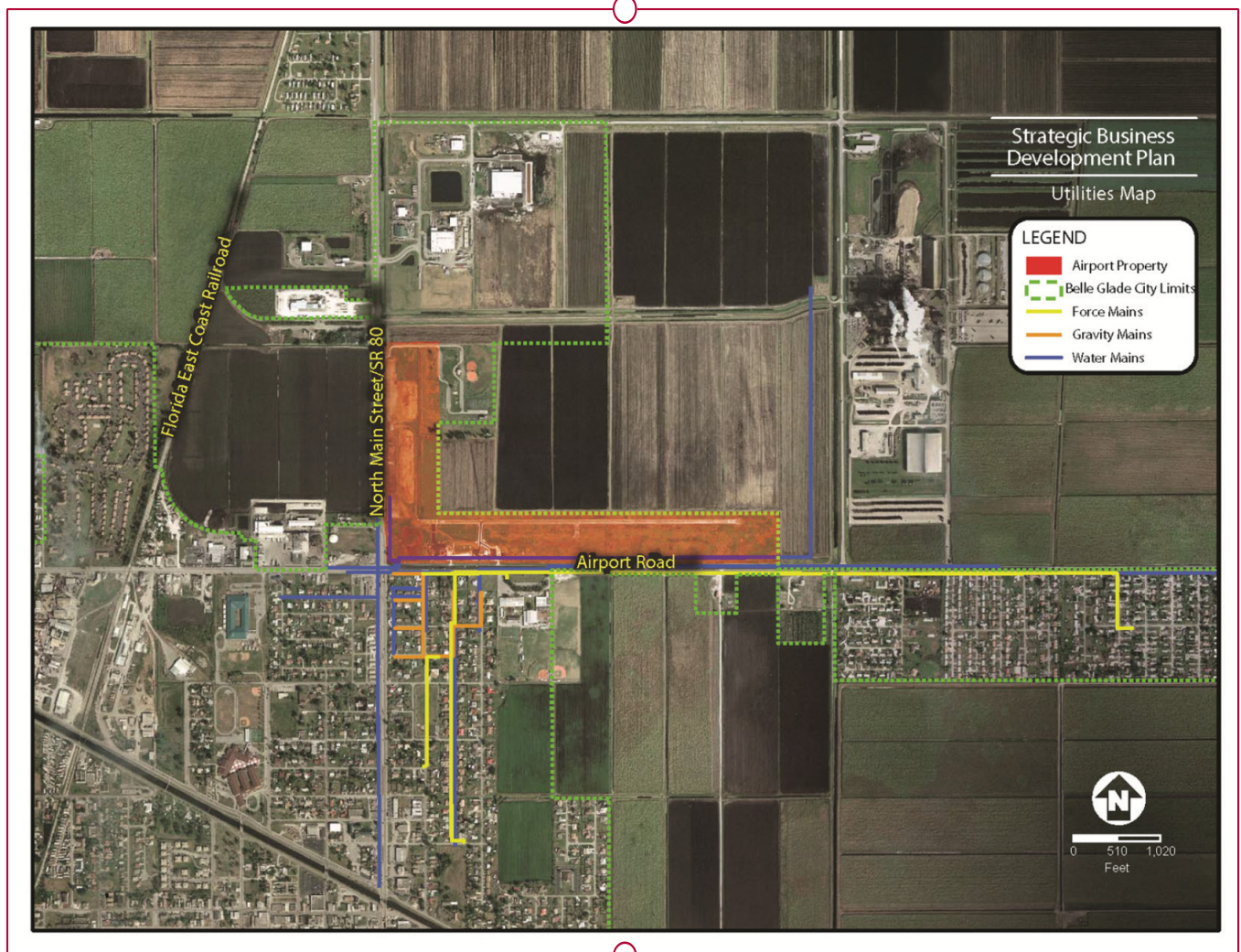
Creating an inventory of land and assets is one of the most important aspects of a business plan and can benefit other airport projects as well. Airports should inventory all land under airport management, and document if it is vacant or developed. This typically includes a review of information regarding the surrounding land uses and an overview of the current condition of existing airport facilities. As part of this inventory, land that can be developed or redeveloped should be identified, as should those lands which may have limitations. It is suggested that allowable land uses, identification of environmentally sensitive lands, and other information be documented as a part of this process. This information can be given to the local government and the local economic development council as a tool to increase awareness of the developable land available at the airport. Inventory of land adjacent to the airport is also recommended, as this can provide necessary data and analysis to assess whether current and proposed uses are compatible with the airport. It can also identify potential development opportunities in further support of the airport. Depending on the outcomes of the land inventory, alternative development projects can be identified to provide a greater overall economic benefit to the airport. It may be beneficial for the project team to complete a basic map detailing the land inventory, both on and surrounding the airport property. This can be accomplished using a Geographic Information Systems (GIS), which will allow the project team to identify and classify land around the airport. Additionally, as part of this process, the land use and zoning surrounding the airport should be identified and analyzed. It should be acknowledged if land use or zoning designation needs to be changed in order for development to occur.

As part of the land inventory, an assessment of existing and proposed infrastructure, including but not limited to utilities (i.e., potable water, wastewater, stormwater, electricity, natural gas, etc.), and transportation systems and linkages should be prepared to better understand the development potential and limitations of land at the airport. Along with existing airport facilities (i.e., runway/taxiways), the availability of proper infrastructure is necessary to support the demands of increased development at the airport. Where infrastructure and facilities are deficient in areas that are considered for development, those items should be identified as part of the business plan process and coordinated with the appropriate utility provider. Infrastructure improvements should also be included within both the airport and local government CIP, and should include project time frames and funding requirements and sources.

Utilities

Depending on the goals or future development plans, additional utility service may be necessary. As part of the land and asset inventory, the project team should identify utility needs in areas where potential development is considered as part of the business plan. For example, the Strategic Business Plan developed for the City of Belle Glade Municipal Airport includes a map showing the location and type of utility services available on and around the airport (**Figure 8**).

FIGURE 8
UTILITIES MAP INCLUDED IN THE CITY OF BELLE GLADE MUNICIPAL AIRPORT
STRATEGIC BUSINESS DEVELOPMENT PLAN



Source: City of Belle Glade Municipal Airport Strategic Business Development Plan

Transportation Linkages

For some airports, it may be necessary to look at the transportation links surrounding the airport. If an airport desires to increase the amount of freight and commercial ground traffic, enhanced road and rail (if present) facilities may be needed. The project team needs to identify the transportation network serving the airport and linkages to off-site business parks, ports, intermodal facilities, and economic centers. Some of this information and analysis may be present in an LRTP. Understanding limitations of an airport based on the transportation connections will allow the airport to develop goals that are more realistic and attainable with regard to future airport activities and services.

Roadways provide the basic connections to the airport. Depending on the type and design of the adjacent roadway network, the airport can either support additional development, including provision for industry or freight operations, or will be limited in its approach. For those airports with a single point of access or those that are served by local, collector roadways, increased vehicular traffic, including semi-truck traffic, may not be feasible or desirable. Generally, airports with access higher functional class roadway facilities, including regional and state or federal roadways, may be able to support increased general and industrial development, as compared to those airports with limited access.

The location and proximity of rail can also be a key factor in economic development and the provision for manufacturing facilities adjacent to the airport. Bartow Municipal Airport is located within a city-owned and maintained business and industrial park, which is also served by a rail spur. This rail spur provides an intermodal port for industries to receive and ship goods and materials. Each airport should look at the regional environment as part of the SWOT Analysis to determine what advantages there are, including possibly existing rail, to determine the opportunities.

Vision, Mission, and Values



The “Vision, Mission, and Values” section of an airport business plan identifies the overall purpose of the plan. The language that is put into the mission, vision, and values can be thought of as the “purpose of the airport” and should provide direction on future airport growth and development.

Some airports may have identified the airport’s mission, vision, and values as part of a master plan or related airport plan. In these instances, the business plan can be used to promote and enhance the identified vision, mission, and values. For airports that do not have an established mission, vision, and values, this process will assist in forming the direction the airport is moving and the desired results.

Vision

A vision should present the big picture of what the airport would like to achieve. The vision does not need to be explicitly attainable; it should provide an aspirational image. For example, the vision for the Hillsborough County Aviation Authority (Tampa International Airport, Peter O. Knight Airport, Plant City Airport, and Tampa Executive Airport) is:

To exceed our customer’s expectations by making the aviation system in Hillsborough County one of the most efficient, safe, secure, convenient, and cost competitive air transportation centers in the world.

With a vision in place, the airport can identify the goals that will help to achieve this vision. A business plan, however, will not provide all of the recommendations needed to reach the vision. All plans developed by the airport will need to work in concert with each other when working toward the vision. Though there is no correct way to develop a vision statement, there are some general rules to follow to develop a vision that is compatible with an airport. **Table 11A** presents some general rules to follow when developing a vision for the airport.

**TABLE 11A
DEVELOPING A VISION**

Developing a Vision
Should be clear and concise
Should be future-focused and inspirational
Should explain what the airport will look like in the future

Source: ACRP Report 20 – Strategic Planning in the Airport Industry

Mission

The mission, which should be developed to support the vision, should promote a sound business strategy and answer three primary questions (**Table 11B**):

**TABLE 11B
MISSION QUESTIONS**

Mission Questions
What: What do we do?
For Whom: For whom do we do it?
How: How do we do it?

Source: ACRP Report 20 – Strategic Planning in the Airport Industry

How these questions are answered will vary by airport, as airports serve a multitude of different purposes. It is important for airports to be realistic when developing their mission so that it supports the vision. The mission of the Hillsborough County Aviation Authority is:

To provide the Tampa Bay service area with world class air transportation services and facilities to meet our collective requirements to deliver safe, convenient and efficient aviation related services.

In the above mission statement, the “What” is providing world class air transportation services and facilities; the “How” is delivering safe, convenient, and efficient aviation-related services; and “For Whom” is the Tampa Bay service area. It is important to remember that both the vision and mission can change over time. As certain components of the business plan are implemented, it may be necessary to revisit these statements and provide updates as conditions change.

Values

The values of an airport represent the fundamental beliefs of the airport, as well as the character and intentions of the airport and its employees. The values defined by an airport will provide the core of how the vision and mission are achieved. For example, the values identified by the Hillsborough County Aviation Authority are:

Exceptional Transportation Services: Focus on providing airport customers the very best travel experience available at any airport. An essential component in maintaining a superior community asset.

Outstanding Facilities: Focus on providing tenants and passengers with facilities that make their business and travel as easy as any airport in the world. An essential component in meeting our community needs and responding to growth in the region.

Convenient and Efficient: Focus on customer service. An essential component in making our facilities easy to use, an enjoyable experience, and quick to navigate.

Safe and Secure: Focus on providing airport customers, tenants, and employees with a secure and safe environment. An essential component in making our facilities work effectively while maintaining passenger flow and convenience.

Cost Competitive: Focus on maintaining a cost competitive structure for businesses operating at our facilities. An essential component for attracting and increasing air service.

These values identify the ideal character and intentions of the Authority. Having a defined values system will allow the business plan project team to identify goals and objectives that help promote the values of the airport.

Needs Determination



To complete the needs determination for the business plan, the project team should develop a matrix that identifies items from the “Data Collection and Existing Conditions” section, and determines a ranking system for priorities, funding, and time frames, typically on a three- to five-year cycle. Because business plans should be developed as a tool to increase the financial self-sufficiency of an airport, a needs determination should be completed to determine what items are essential for the success of the airport. The needs determined as part of this section will later be used to develop the goals and objectives of the airport.

Airport users such as general aviation pilots may also identify other important needs, such as the need for self-service gas facilities or increased security at night, which prompt the airport sponsor to undertake a business plan. The airport sponsor should consider the needs and prioritize them based on financial feasibility.

For example, if an airport has identified a revenue generating project that is not eligible for state or federal funding, the project team and airport manager will need to determine if the proposed project is financially feasible to implement with airport revenues or if the project can be implemented over the course of several years. Where additional or outside funding is required, that information should be identified for further analysis through the capital improvement plan (CIP). For the airport sponsor, the initial step for determining the need for a business plan should generally begin by assessing recent operating levels, revenues, and rental/lease agreements.

Airport Situation



Documenting an airport's situation within the state, regional, and national aviation system is a critical component in the development of a business plan. Understanding how an airport fits into the overall system will assist in establishing realistic goals for the airport. To begin this process, the project team should determine their airport's comparable market—meaning they need to determine what areas they will be comparing themselves against.

The service area refers to where they draw their customers from: local (defined as 30-minute drive time for local pilots); regional (pilots come to the airport from other airports to use services such as to buy fuel, conduct training, use FBO services); stopping point (airport is known as a stopping point in between origin and destination to buy fuel, eat, etc.). Once the service area has been determined, the project team will have a better understanding of how broadly demographic information needs to be gathered.

For airports that are located near large urban areas, it may not be beneficial to compare their airport to a rural airport, and vice versa. Once the airport's service area is defined, the project team should assess the following:

- Airport role
- Airport position
- Demographics

Comparing these attributes to similar airports in the service area will allow the project team to develop goals and objectives that both fulfill an airport's current position, as well as position the airport for growth.

Airport Role

The role of an airport is one of the primary indicators of potential growth and business development at an airport. For the purposes of this *Guidebook*, the airport role is referred to as the primary function(s) of an airport. If an airport currently serves only conventional general aviation activities, such as a flight school, it is unlikely that a large scale aircraft manufacturer or maintenance, repair, and overhaul (MRO) facility would relocate to that airport. Further, airports with large scale aviation training facilities, long runways, and available land for hangar space may have opportunities for MROs or similar facilities. By understanding the role that the airport plays, the types of users, level and type of facilities, and compatible development options, the project team can develop goals that will be consistent with the existing airport and help the airport achieve its ultimate vision and mission.

To analyze the airport's role, the project team should meet with existing airport tenants and members of the surrounding community, including business owners, residents, and anyone else who may be affected by development at the airport. By meeting with these entities, the project team can understand how other entities view the airport and the functions



that it serves. Providing recommendations that are in tune with the perceived nature of the area and community will allow the business plan to ultimately be more implementable and potentially gain additional support. Additionally, information on airport roles is provided in the FASP and should be referenced when defining the airport role.

Airport Position

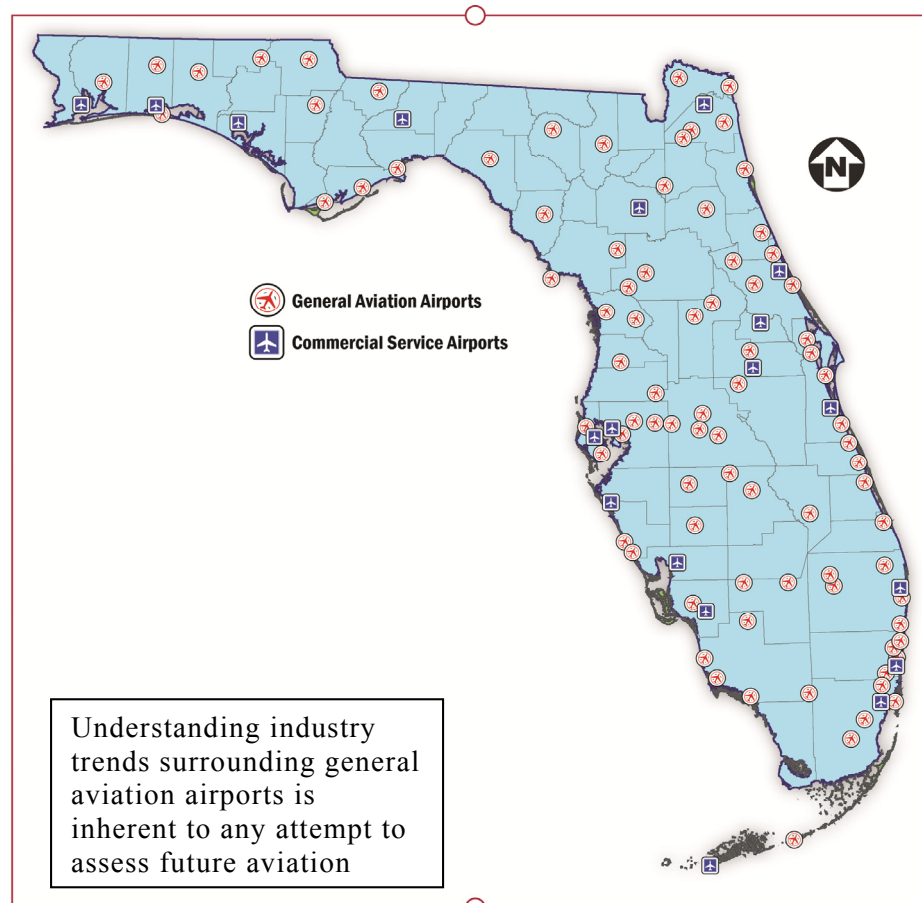
An airport's position compared to similarly situated airports can provide insight on potential areas for growth at an airport. To understand the airport's position and market area, the project team should identify at least two airports that offer similar services and have similar facilities (rural vs. urban or coastal vs. inland). For some airports, it may be beneficial to compare the services and facilities to a larger airport that may represent the ultimate goals of the airport, assuming the larger airport represents a reasonable comparison.

Figure 9 shows the various public-use airports available in Florida's aviation system when selecting comparison airports. The project team should identify airports that they feel are adequate comparisons of their airport based on business, operational, and physical characteristics. The information analyzed should compare:

- Location
- Facilities
- Aviation activity
- Services
- Operations

For example, **Table 12** presents the airport position analysis for FXE that was completed as part of FXE's business planning process in which six airports were compared to FXE.

FIGURE 9
FLORIDA'S PUBLIC-USE AIRPORTS



Source: The Florida Aviation Project Handbook

TABLE 12
AIRPORT POSITION EXAMPLE

Airport Position Example							
Airport Code							
	FXE	FLL	BCT	OPF	PBI	TMB	MIA
NPIAS Classification:	Reliever	Primary	Reliever	Reliever	Primary	Reliever	Primary
Distance to FXE (nm):	X	8	11	18	29	35	23
Associated City:	Fort Lauderdale	Fort Lauderdale	Boca Raton	Miami	Palm Beach	Miami	Miami
Specifications							
Aircraft Reference Code:	D-III	D-IV	C-II	D-IV	D-IV	C-III	D-V
Number of Runways:	2	3	1	3	3	3	4
Longest Runway:	6,001 ft.	9,000 ft.	6,276 ft.	8,002 ft.	10,008 ft.	5,003 ft.	13,000 ft.
Approaches:	Precision	Precision	Non-Precision	Precision	Precision	Non-Precision	Precision
Instrument Landing System:	Yes	Yes	No	Yes	Yes	No	Yes
Based Aircraft							
Single:	369	10	133	117	18	310	
Multi:	187	58	45	104	23	88	13
Jet:	115	57	61	32	57	14	15
Helicopters:	37	4	4	21	18	38	
Military Aircraft:				17			
Total:	708	129	243	291	116	450	28

TABLE 12 CONTINUED

Airport Position Example							
Operations (CY2007)							
Air Carrier:	0	193,712	0	90	63,451	33	294,307
Air Taxi:	17,426	60,196	8,775	6,659	40,119	2,751	66,925
GA Itinerant:	148,801	53,456	44,783	69,576	83,608	124,859	23,952
GA Local:	33,672	10	40,755	26,176	2,470	134,856	64
Military:	131	578	374	9,737	815	768	1,119
Annual Operations:	200,030	307,952	94,687	112,238	190,463	263,267	386,367
Notes:							
The Aircraft Reference Code refers to the approach speed and wing span of the aircraft intended to operate at the Airport:							
	Aircraft Category C - 121-141 knots						
	Aircraft Category D - 141-166 knots						
	Design Group II - 49-79 feet						
	Design Group III - 79-118 feet						
	Design Group IV - 118-171 feet						
	Design Group V - 171-214 feet						

Source: Fort Lauderdale Executive Airport Strategic Business Plan

In addition to these factors, evaluating factors that make an airport different will also be beneficial. For example, some businesses will prefer to have uncontrolled airspace or aircraft rescue and firefighting (ARFF). Understanding how certain factors at an airport can be conveyed as strengths will help when developing a business plan. For example, in **Table 12**, Fort Lauderdale Executive Airport could note that they are one of two reliever airports that offer precision approaches. This knowledge may enable them to strategically market themselves to businesses that may require that capability. Additional differentiating factors in **Table 12** include:

- NPIAS Classification
- Airport reference code
- Runway length
- Comparison of based aircraft
- Comparison of operations

This section of a business plan is important because it helps the project team understand how the airport fits into the aviation system within their area and existing or future overlap of

services and activities. This information will allow the airport to determine if the vision and recommended development options fill a void in the existing aviation system.

Demographics

Determining the demographic trends in population, employment, income, and service area can help determine the demand for general aviation facilities and should be analyzed as part of a business plan.

Population

Population trends help explain the current situation at an airport, as well as help predict future trends. In areas that are experiencing rapid growth, it is more likely that there will be an increased demand for aviation-related services (this could be directly from a natural increase in general aviation pilots, increase in demand for aviation activities, such as freight, or both). Congruently, areas that experience a decline in population are likely to see a decrease in demand for general aviation services. Though an increase in population will potentially cause an increase in demand for general aviation services, rapid growth may also present issues with zoning and land uses around an airport.

In Florida, there are two primary sources for population information. First, the Bureau of Economic and Business Research (BEBR) at the University of Florida provides population estimates and projections by county and municipality based on data provided by the US Census; population projections are provided for high, medium, and low estimates. BEBR is an online resource and can be accessed at <http://www.bebr.ufl.edu>, county population projections are available at: <http://www.bebr.ufl.edu/content/florida-county-population-projections>. Second, the US Census provides detailed information about numerous demographic categories, including population, that may be beneficial when developing a business plan. The information provided by the Census is available for the United States and can be accessed for areas as small as census tracts. The US Census website is <http://www.census.gov/>.

The population in a local area should be compared to surrounding counties, the state of Florida, and the nation. If data can be collected for a more specialized region, such as an MPO or CFASPP region, that information should also be gathered; however, baseline analysis should, at a minimum, compare the local area to the region and state.

Employment, Income, and Service Area

Employment and income trends may help determine what services and needs might be expected for general aviation activities and can be used to illustrate growth trends impacting demand and needed services at the airport.

Some employment sectors may also have a higher demand for general aviation services. Generally, airports located in areas that have a

“Underlying any future potential growth at an airport is socioeconomic health of the region that it is located in. Without growth in population and employment surrounding an airport, overall economic growth is inherently limited.”

Source: Belle Glade Municipal Business Plan

large number of companies participating in or utilizing professional, financial, or tourism services typically have greater demand for general aviation services than locations with a primarily residential market. For example, during stakeholder interviews for this *Guidebook*, one airport noted that they received business from pilots who flew in to golf on a local professional course. Not only does the airport receive funds from landing fees, tie-down fees, and fuel sales, they also sustained an on-site car rental facility.

Understanding how the needs within an airport's service area compare to others will help the project team determine appropriate levels of growth, services, and infrastructure for the airport. The *Florida Statewide Aviation Economic Impact Study* identifies numerous industries that are linked to aviation services and facilities, including tourism, construction, military, cargo, aviation education, and industries involved in the manufacturing of aviation components. Airports with aviation and aviation-supported business and industries within close proximity to and located on airport property could experience increased airport usage.

Public Involvement



Though public involvement is not required for the completion of a business plan, some form of public involvement is recommended, especially when developing plans that have the potential to impact the public at large. The need for a public involvement process is summarized by FDOT Topic No. 000-525-050-e, *Public Involvement Opportunities*, which states:

The Department recognizes the importance of involving the public in information exchange when providing transportation facilities and services to best meet the state's transportation challenges. Therefore, it is the policy of the Florida Department of Transportation to promote public involvement opportunities and exchange information activities in all functional areas using various techniques adapted to local area conditions and project requirements.

During development of this *Guidebook*, it was noted that public involvement is rarely incorporated into the business planning process. For business plans containing a narrow set of goals that will not have external effects (such as improved customer service), public involvement may not be necessary, though it is still encouraged. For business plans that will have broad and large goals (such as bringing in new business development), a public participation process is highly encouraged. It should be noted that committees formed to assist the airport in any way may be subject to Florida's Sunshine Law, which provides a right of access to governmental proceedings at both the state and local levels. More information on Florida's Sunshine Law can be found at: <http://www.myflsunshine.com/>.

The public involvement process should make an effort to include a comprehensive group of stakeholders. Groups or individuals to consider in the public involvement process include local government, airport tenants, and local residents.

Stakeholders

Selecting stakeholders to be involved in the project development process is an integral part of developing an effective business plan. Before initiating development of a business plan, airport managers are strongly encouraged to gather input from airport tenants, FBOs, local residents, and state and local officials. Discussing project ideas and goals with participants early during

the life of the project will reduce conflicts and allow for a more successful business plan. Stakeholders should be selected based on the perceived impact that recommendations in the business plan will have on the surrounding area and community. For example, if an airport is trying to attract a large scale distribution warehouse to locate on its property, the suggested stakeholder groups would see the proposal from different angles. Airport sponsors would want to attract the business to bring additional revenues and users to the airport, FDOT and FAA representatives would want to make sure the airport remained compliant with standards, interested groups would want to know how the development could potentially affect them, and users and tenants will want to know if their current desired usage will be affected.

Airport Management and Staff

Key airport staff should be involved in the business plan development process. These staff members may be onsite daily and a part of day-to-day activities of the airport. Involving staff members will provide a greater level of detail for the plan, as well as give the project team an opportunity to form a cohesive goal for the business plan based on immediate knowledge of the airport.

Airport Tenants

Airport tenants will ultimately be affected by decisions made during the business planning process. Therefore, they should be given the opportunity to provide input throughout the process. Their inclusion in the development process will ensure that growth at the airport is compatible with the existing uses of the airport and will not unfairly affect tenants.

Local Government

Because recommendations in a business plan may need to be approved by the local government, including them in the development is imperative for a business plan to be effective. Therefore, including the local government in the business planning process is highly recommended. Local government officials can provide information on local regulations and zoning restrictions, as well as assist in distributing information on airport development at local meetings and community events. The local government will also have information related to transportation system improvement plans that may affect the airport.

Local Economic Development Council

Economic Development Councils (EDCs) play a large role in attracting prospective business to an area. The main goal of an EDC is to oversee local economic development planning and implementation efforts and coordinate economic development and revitalization efforts with private sector and other governmental agencies.

It is recommended that the local EDC be involved in the business planning process, as they will be more knowledgeable on targeted development and will be better suited to distribute information to potential businesses that may want to locate within the community. Throughout the process of developing this *Guidebook*, coordination with the EDC was identified to be one of the most important aspects of developing and implementing an effective business plan.

Local Residents

Development at an airport must be compatible with the surrounding area. If an area is rural in nature, a large-scale development may not be what is best for the area or the business. Because development at an airport may lead to an increased number of operations, residents who reside in proximity to the airport should also be included in the business planning process. Though it is likely that they will not want increased operations over their homes, informing them of the economic benefit may make them more receptive to the plan.

Florida Department of Transportation (FDOT)

Funding for airport development is generally provided in part by FDOT. Therefore, the project team should coordinate with their respective FDOT District Office very early in the business planning process. Understanding what amount of funds will be provided and in what ways they can be used will be necessary for implementing a business plan. Both the Central Office and the representative District Offices should be included in the business plan development process. *The Florida Aviation Project Handbook*, developed by FDOT, provides information on grants and funding that are available to Florida's public-use airports.

Additional Stakeholders

Project teams should select the stakeholders they feel are the most appropriate for accomplishing the goals and objectives of their business plan. The *FDOT Guidebook for Airport Master Planning* identifies the following entities to also be considered as potential stakeholders (**Table 13**):

TABLE 13
POTENTIAL STAKEHOLDERS

Potential Stakeholders
Airport Sponsor Organization Representatives
Airport board or commission representatives
Airport Executive Director, Manager, or President
Key airport sponsor staff
FDOT Personnel
District Aviation Representative
Aviation Office – Aviation Program Development Manager
Interested Groups
Adjacent private land owners and/or developers
Airport hotel and business operators

TABLE 13 CONTINUED

Potential Stakeholders
Interested Groups
Chamber of Commerce representatives
Neighborhood associations
Local tourism boards
Resource Agencies
Federal Aviation Administration (FAA)
Federal Inspection Services (FIS) agencies
Local political representatives
Native American tribes
State, regional, and metropolitan planning, transportation, and land-use planning agencies
Transportation Security Administration (TSA)
Users and Tenants
Airlines
Concessionaires
Corporate aircraft owners
Fixed Base Operators (FBO)
Flight school operators
General Aviation (GA) aircraft owners
GA hangar owners and tenants
Ground handling companies
Ground transportation companies (taxis, limousine, and shuttle operators, etc.)
Military users and tenants
Parking lot operators
Rental car operators

There is no set list of who should be involved in the business planning process. It is ultimately up to the project team and airport manager to create the most comprehensive group, while being sensitive to the project budget and scope. The project team may consider hiring a consultant to assist with the public involvement, even if the rest of the business plan is developed in-house.

Types of Public Involvement

An airport may utilize numerous methods of public participation to gather information from the general public. The *FDOT Guidebook for Airport Master Planning* identifies three methods for public involvement: committees, public workshops, and small group meetings. These methods are also appropriate for developing business plans. The following explanations were summarized from the *FDOT Guidebook for Airport Master Planning*.

Committees

Two primary committee types are often formed as part of the business planning process: Technical Advisory Committee (TAC) and the Citizen's Advisory Committee (CAC). The roles of each of the committees should be clearly defined and carefully explained at the beginning of the program. Depending on the size and complexity of the business plan, it may be beneficial to combine the committees into a single group.

The TAC should be made up of those stakeholders with a high level of technical knowledge about airports and airport development. They are major stakeholders in the airport's operation.

The CAC membership should be made up of representatives from all of the stakeholders. The role of the CAC is to bring a consensus opinion from their respective constituencies to the development team, interact with the planning team, and take information back to their constituents.

Public Workshops

The two primary methods of public workshops are open houses and public hearings. Open house public workshops usually begin by having the project leader present on the business plan. Attendees are then directed to various stations that provide more detailed information. Attendees are encouraged to provide comments on the project or provide input on the development of the plan.

Public hearings have a formal presentation, followed by a formal question and answer session between the public and the project manager. Depending on the scope and magnitude of the project, either public workshop style can be effective at distributing information and collecting input. The project team should select the method that will get the best results, while also being conscious of the budget of the project.

The number of meetings held throughout the process will be dependent upon the complexity of the master plan study and the interest the stakeholders express in the issues. It is typical to hold the meetings in a location close to the airport, but in cases where the stakeholders are spread across a large area as is typical around large urban airports, consider holding meetings at more than one location to encourage additional stakeholder involvement. In order to provide access to the largest number of stakeholders, public information workshops are typically held

in the evenings. However, where the community has a large elderly population, consider holding at least some of the meetings during the day.

Small Group Meetings

Small group meetings held throughout the project will provide opportunities for the planning team to meet with local public officials, civic organizations, and neighborhood community groups. These meetings will allow informal, meaningful dialogue on specific issues of interest to that group and will provide the planning team with the opportunity to learn more about the groups' concerns.

Business Plan Development

This section of the *Guidebook* is intended to be used to develop the goals and objectives of an airport business plan. In many traditional planning studies, goals and objectives serve as the starting point to understanding the purpose of the plan. In the context of an airport business plan's development, goals and objectives are established subsequent to evaluating other information for the creation of useful and relevant goals and are ultimately included in an action plan for implementation. The processes discussed in this section are the primary "pen to paper" sections that comprise a business plan. Building on the information in the previous section includes the completion of the strengths, weaknesses, opportunity, and threat (SWOT) analysis, along with the development of goals and objectives

Business plans can take many different forms; however, key components should be included in all business plans. This section introduces, provides information for, and summarizes examples of these key components that should be included in a business plan (**Table 14**).

TABLE 14
PRIMARY COMPONENTS OF A BUSINESS PLAN

Primary Components of a Business Plan
Strengths, Weaknesses, Opportunities, and Threats (SWOT) Analysis
Goals and Objectives

The SWOT Analysis uses the data and other components found in the "Analysis" section and divides the information into strengths, weaknesses, opportunities, and threats. The Airport Summary component shows how data collection efforts completed in the "Analysis" section can be used for the SWOT Analysis and subsequent goals and objectives. The goals and objectives component will use the information obtained during the SWOT Analysis to develop broad goals. This information will serve as the basis for the airport in developing specific goals and objectives to identify the means of achieving those goals.

Strengths, Weaknesses, Opportunities, and Threats Analysis

The SWOT Analysis component of an airport business plan is a method for identifying positive and negative factors, both internal and external, which impact an airport. The SWOT Analysis serves as a way to document actual and perceived factors and provides a tool for the project team to better understand the current and future needs of the airport. When conducting a SWOT Analysis, strengths and weaknesses are categorized as factors internal to the airport, whereas opportunities and threats are categorized as external factors. Understanding the strengths and weaknesses of the airport allows the project team to focus efforts on upholding the strengths and combating the weaknesses. By pinpointing external opportunities and threats to the airport, the project team can discover ways to capitalize on opportunities while being better prepared against future threats. In many instances, different aspects of the same attribute can both be considered a strength and a weakness. For example, in the strategic plan completed by St. Pete-Clearwater International Airport, the project team identified the airport staff as both a strength and a weakness. In this example, the strengths of the staff were related to the dedicated attitude and the weaknesses of the staff were related to the potential for turnover and an inability to add needed staff positions. Throughout the remainder of this section, examples of a SWOT Analysis are compiled from the *St. Pete-Clearwater International Airport Fiscal Year 2014 Strategic Plan*. During the development of this *Guidebook*, the SWOT Analysis provided by St. Pete-Clearwater International Airport was identified as being a beneficial example of a SWOT Analysis by numerous stakeholders.

The *St. Pete-Clearwater International Airport Fiscal Year 2014 Strategic Plan* provides an example of how an airport may classify different factors as part of a SWOT Analysis. A link to the complete plan can be found in **Appendix G**.

Strengths

Strengths are the positive attributes or accomplishments of an airport. When documenting strengths, the project team should give special attention to attributes and accomplishments that stand out in relation to competitor airports (airport market). Strengths should be identified with the notion that, not only will they be maintained in the future, but also expanded upon and utilized to their utmost potential. An airport's strengths could include attributes or circumstances, such as: employees, facilities, operations, available resources, finances, location, etc. When developing a SWOT Analysis, it may be beneficial to weigh each strength so those that are relatively weak are not viewed as equal to those that are relatively strong.

The St. Pete-Clearwater International Airport developed a SWOT Analysis as part of their Fiscal Year 2014 Strategic Plan. In this plan, the airport defined strengths as:

“Current positive attributes of the organization and contribute to our ability to attain our goals.”

Table 15 identifies St. Pete-Clearwater International Airport's strengths in six different categories.

TABLE 15
AIRPORT STRENGTHS

Airport Strengths	
Resources- People	Strong and engaged team dynamic; responsive visionary management
Resources- Facility/Property	Available land and lease space; location in Tampa Bay
Relationships	Strong customer and community relations; strong corporate aviation community
Marketing	Active pursuit of new or expanded air service; award-winning tourist destination
Operations	Diversity of airport operations; ease and convenience of terminal facility
Finance/Economic/Regulatory	Strong financial outlook for the next decade; adept at creating new revenue opportunities

While the *St. Pete-Clearwater International Airport Fiscal Year 2014 Strategic Plan* provides a thorough example of identified strengths, other project teams are not limited to this method in terms of content and design. Each business plan will have varying strengths specific to the particular airport. Additionally, strengths do not need to be categorized as they are in the example provided above; though this may be beneficial to the project team.

Weaknesses

Weaknesses are attributes lacking strength or needing enhancement because they limit the airport's potential for performance. Any tasks that were not completed effectively (over budget, missed schedule, etc.) should be considered weaknesses. Weaknesses can include information similar to what was identified in the strengths section, but that may have had incomplete information or be in need of an update. Each weakness should be addressed by the project team to resolve or improve the identified weakness. Examples of an airport's weaknesses include attributes or circumstances, such as a lack of employees, inadequate or dated facilities, low operational levels, unavailable resources, finances, location, etc. Some weaknesses will not be as important as others; therefore, it may be beneficial to weigh the weaknesses so that those presenting the greatest risk to the airport are formulated into goals and objectives first.

The St. Pete-Clearwater International Airport developed a SWOT Analysis as part of their Fiscal Year 2014 Strategic Plan. In this plan, the airport defined weakness as:

“Current factors that may detract from our ability to attain our goals. These are internal factors that guide our work and focus our attention.”

Table 16 identifies St. Pete-Clearwater International Airport's weaknesses in five different categories.

TABLE 16
AIRPORT WEAKNESSES

Airport Weaknesses	
Resources- People	People in key leadership positions are retiring; lack of staff
Resources- Facility/Property	Constraints on ability to expand passenger amenities based on existing passenger levels and terminal space limitations
Marketing	Limited funding for marketing promotions; track record of stable airlines
Operations	Staffing levels during peak passenger activity; parking limitations
Finance/Economic/Regulatory	Diversity of revenue related to airline passenger service; inability to issue revenue bonds for large scale development

While the *St. Pete-Clearwater International Airport Fiscal Year 2014 Strategic Plan* provides a thorough example of identified weaknesses, other business planning efforts should not be limited to this method in terms of content and design. Each business plan will have varying weaknesses specific to that particular airport.

Opportunities

Opportunities are external circumstances that provide an advantage to the airport. Identified opportunities should be realistic and offer tangible opportunities for the airport. Ideally, opportunities that are identified will help to eliminate or mitigate threats to the airport. Examples of opportunities may include funding and partnerships, customers and market demand, business prospects, research and development, politics, etc.

The St. Pete-Clearwater International Airport developed a SWOT Analysis as part of their *Fiscal Year 2014 Strategic Plan*. In this plan, the airport defined opportunities as:

“Future possibilities for the airport to focus our efforts on that could advance our mission.”

Table 17 identifies St. Pete-Clearwater International Airport’s opportunities in six different categories.

TABLE 17
AIRPORT OPPORTUNITIES

Airport Opportunities	
Resources- People	Opportunities to recruit new staff to expand knowledge, skills, and experience base
Resources- Facility/Property	Reducing impervious surfaces to maximize future environmental credits; lease renegotiations
Relationships	Leveraging relations with FAA and FDOT to enhance untraditional funding options; continued cultivation of strong area chamber support
Marketing	Expanding existing airline service; airline/charter recruitment and retention; responsive website redevelopment, social media, dynamic billboard signage
Operations	Customer service improvement partnership with airlines; new PA system; FIDS system
Finance/Economic/Regulatory	Defining new revenue streams to increase profitability; damages and cures from FDOT’s Roosevelt realignment project

The *St. Pete-Clearwater International Airport Fiscal Year 2014 Strategic Plan* SWOT Analysis provides a model for other project teams when identifying external opportunities specific to their particular airport. Each airport will have varying opportunities, depending on environmental and political factors of the locale and relations with the community and aviation-related industries. It is not intended that all business plans follow this specific model. Rather, this information is provided to point out areas that may be covered during the SWOT Analysis.

Threats

Threats are external circumstances that limit the potential of an airport. These circumstances should be eliminated, if possible. If not, threats should then be mitigated and receive continual oversight to ensure they do not exacerbate. Threats can come in many forms, so it is important for the project team to fully investigate areas that may threaten the airport and its overall vision. Threats could include: funding, customers and market demand, competitive airports, politics, opposition, environmental factors, etc.

The St. Pete-Clearwater International Airport developed a SWOT Analysis as part of their Fiscal Year 2014 Strategic Plan. In this plan, the airport defined threats as:

“Future factors which may be beyond PIE’s [St. Pete-Clearwater International Airport] control and could place our mission or operations at risk.”

Table 18 identifies St. Pete-Clearwater International Airport’s threats in seven different categories.

TABLE 18
AIRPORT THREATS

Airport Threats	
Resources- People	Inability to hire and retain highly qualified employees; staff turnover
Resources- Facility/Property	Traffic congestion/road work on Roosevelt access road; technology infrastructure
Relationships	Federal budget challenges creating uncertainty
Marketing	Dependency on one primary carrier; shrinking airline industry in an already competitive market; new airlines competing directly with Allegiant in the same markets
Operations	Vulnerability to natural disasters; staffing levels of airport partners
Finance/Economic/Regulatory	New unfunded mandates; environmental restrictions on future development; loss of TSA LEO funding
Other	Technological adaptability

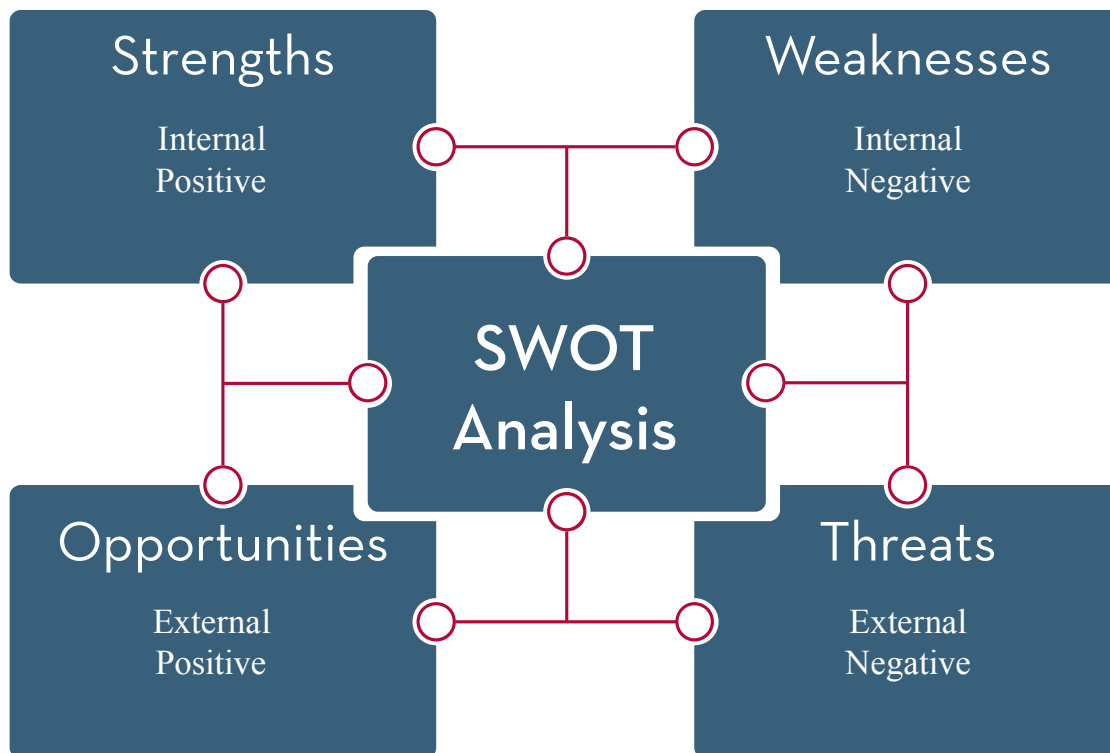
The *St. Pete-Clearwater International Airport Fiscal Year 2014 Strategic Plan* SWOT Analysis provides a model for other project teams when identifying external threats specific to their particular airport. Each airport will have varying threats, depending on environmental and political factors of the locale and relations with the community and aviation-related industries.

SWOT Analysis Matrix

Performing a SWOT Analysis provides the project team with information that will be used to develop the goals and objectives of the business plan. To make the SWOT Analysis more presentable, especially if it will be used in public meetings, it is recommended that a SWOT matrix be used to organize and classify the findings of the SWOT Analysis.

Strengths, weaknesses, opportunities, and threats are best identified and presented by using some form of a matrix as presented in **Figure 10**. A completed SWOT Analysis matrix is provided with real examples in **Figure 11**. After completion of a SWOT Analysis, these attributes and circumstances help generate specific goals and objectives of the airport. Additionally, the SWOT Analysis can be referenced in the future when the airport is confronted with possible alternatives to a challenge or when decisions need to be made or refined.

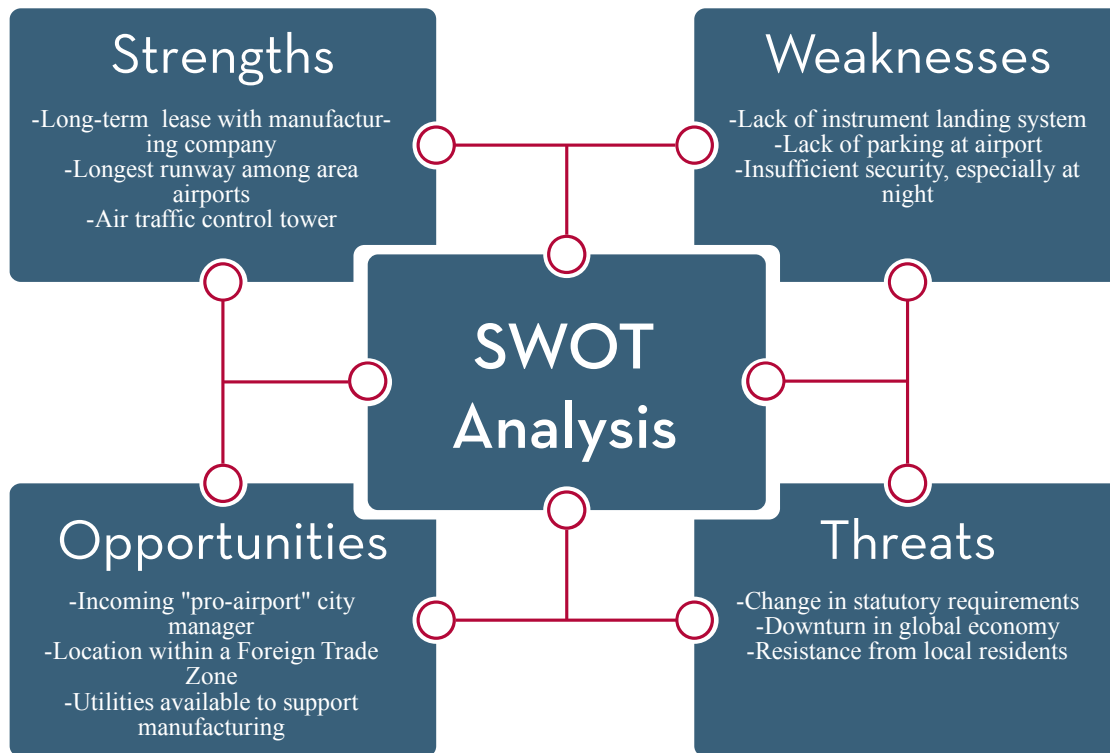
FIGURE 10
SWOT ANALYSIS MATRIX



Source: Adapted from ACRP Report 77

Figure 11 illustrates what a SWOT Analysis matrix can look like when filled in with information.

FIGURE 11
COMPLETED SWOT ANALYSIS MATRIX



Airport Summary

The primary objective of the Airport Summary component is to provide examples on how information documented in the “Analysis” section can be used to conduct the SWOT Analysis along with goals, objectives, and action plan. Not all of the information from the “Analysis” section will need to be used in the SWOT Analysis, as some will only be used for general reference and knowledge. The following topics are presented to show how information and data collected on the airport can be used in a SWOT Analysis:

- Review of existing plans
- Coordination with local government
- Airport market
- Data collection and existing conditions

**Note: This list may not include all needed components. This is simply a sample of how various aspects of the “Analysis” section can be incorporated into the development of SWOT Analysis.*

It is important to note that not all of these components need to be analyzed for the SWOT Analysis and related goals and objectives. Each project team should make the determination of what is important or necessary for their airport relative to business planning.

Review of Existing Plans

The project team will need to determine if recommendations and findings from other plans (as covered in the “Related Plans and Policies” section of this *Guidebook*) should be characterized as a strength, weakness, opportunity, or threat. It is likely that various aspects of different plans fall into more than one category. For example, if there is a provision in the local comprehensive plan to change the zoning of an area to allow for large scale development, the structures that could be constructed in that development may be considered a threat due to the potential for incompatible land uses (including conflicts between height and primary surfaces) and noise related issues. Alternatively, recommendations included in the airport master plan and ALP will likely be categorized as an opportunity or strength for the airport. After the project team has identified how components of different plans should be classified, the components should be used to develop corresponding goals and objectives, if applicable. These will vary by airport and municipality; therefore, each project team needs to determine how various plans will affect their specific needs. It is important to note that the entirety of an existing plan will not be categorized; rather, key findings or recommendations should be selected as they relate to the airport and SWOT Analysis.

Coordination with Local Government

The relationship and ability to work with the local government should be categorized as a strength, weakness, opportunity, or threat. This will likely include individual determinations for different departments including the city/county administrator, local board, local planning agency/planning board, board of zoning appeals/adjustments, and the economic development council. It should be noted that the individuals in these roles may change; therefore, the project team should keep track of changes in the makeup of the local government. These groups, and specific key individuals, should be categorized based on their willingness and ability to support the airport’s mission, vision and values, master plan implementation, economic development practices, and overall development at the airport. Additionally, they should be selected if they view the airport as contributing to the area’s economic vitality. For example, a local board may be adverse to the expansion of the airport based on concerns for increased air traffic and type of aircraft. Another example could be that local elected officials do not support increasing the airport’s budget to address certain projects and/or programs. Categorizing these as a threat could provide the project team with the ability to make recommendations that shift the focus of funds from the municipality to more airport generated revenues. Conversely, if the board is known to be supportive of the airport, this relationship could be seen as a strength or opportunity.

Airport Market

An airport’s position within the aviation industry will need to be classified as a strength, weakness, opportunity, or threat. It is possible that different aspects of an airport’s position may be considered differently. For example, some aspects of the airport could be strengths when compared to other similarly situated airports in the area (such as having temporary shaded aircraft parking facilities or a 24/7 office where transient pilots can make flight plans and get coffee). Additionally, the airport’s market could also identify weaknesses that could be further developed as part of the business planning process.

Data Collection and Existing Conditions

The information that was collected as part of Data Collection and Existing Conditions should be evaluated to determine how it relates to the SWOT Analysis. For example, if an airport is surrounded by wetlands, this should be viewed as a threat to development at the airport due to environmental conditions. Conversely, if the airport has signed a long-term lease with a manufacturing tenant with the hope for increased employment and aircraft operations at the airport, this would likely be viewed as a strength or opportunity. The data collection effort in the “Analysis” section included:

- Existing facilities and services
- Tenants and lease agreements
- Existing and forecasted operations and based aircraft
- Environmental considerations
- Financials

These factors provide the foundation for conducting the SWOT Analysis and developing the goals and objectives of a business plan. When completing the Data Collection and Existing Conditions section, the project team should be realistic in their assessments and categorizations. Being realistic will help ensure that developed goals and objectives will encourage growth and identify future issues that may need to be addressed.

Goals and Objectives

Once the SWOT Analysis is completed, the project team can begin to develop the goals and objectives for the airport. Goals are defined as statements that identify desired long-term results or outcomes which help the airport attain its mission and vision. Once the goals have been identified and a framework has been set, the project team then generates objectives, which are defined as specific short-term steps that the airport can take to realize each identified goal. There is no limit to the number of goals or objectives that can be identified, but they should be developed to be achievable. It is important for the project team to identify its goals and objectives in the business plan so that strengths are enhanced, weaknesses are improved, opportunities are seized, and threats are mitigated in the future. Goals and objectives are essential for guiding decision-making processes and are required for the generation of an action plan that can be implemented to ensure an airport is continuing on a progressive path of improvement. The following is the justification for the development of goals and objectives for the *Fort Lauderdale Executive Airport Strategic Business and Master Plan Update*:

Strategic business planning success largely depends on the effectiveness of established goals and objectives. Goals and objectives serve as the logical connection between the established Airport visioning and end results and performance necessary to continue FXE’s critical role in the south Florida marketplace.

Traditionally, airport master plans and business planning share a number of implicit goals that are adhered to throughout the planning process and the

development of the strategic business plan. More specific objectives evolve during the conduct of the study itself, as well as those outlined in scenario planning activities. Specifically, the Strategic Business Plan will outline detailed business and operational objectives and action items in parallel to the Master Plan Update findings and its developmental actions.

Goals

Each project team should identify various goals to achieve a particular airport's mission and vision. Goals are broad, abstract, and long-term principles specific to each individual airport and what that airport hopes to accomplish. It is not intended for goals to be explicitly obtainable; rather they should represent ideal situations that can be incrementally worked towards. Goals should be developed, refined, and prioritized, and should ultimately provide a framework to create specific objectives that will meet these goals and help realize the overarching mission and vision. For example, **Table 19** shows the three goals of the *Marion County Airport Business Plan*.

TABLE 19
GOALS OF THE MARION COUNTY AIRPORT BUSINESS PLAN

Goals of the Marion County Airport Business Plan
Goal 1: Increase the utilization of the airport
Goal 2: Increase efficiency and sustainability at the airport
Goal 3: Provide and maintain quality aviation facilities

As described above, these goals are broad and could be accomplished in a number of different ways. The objectives that accompany each goal will be used to direct growth and development towards the accomplishment of these goals. The number and complexity of goals will vary among airports and may reflect an airport's relative size, budget, staff size, and time available to devote to the long-term goals of the airport.

Objectives

Objectives are specific, tangible, short-term statements that help to achieve the established goals of an airport. It is not uncommon to have multiple objectives for each goal. To develop objectives, it is recommended that project teams follow the SMART model, as described in the ACRP Report 77. **Figure 12** provides more information on the SMART model.

FIGURE 12
COMPONENTS OF THE SMART MODEL

Smart - objectives should address a specific area to improve upon within the goal framework

Measureable - objectives should be able to be quantified to ensure progress is being made

Attainable - objectives should be attainable and be able to be realistically implemented

Relevant - objectives should serve a purpose to the airport and stakeholders

Time Bound - objectives should have a deadline to keep the task moving forward to completion

Source: Adapted from ACRP Report 77

After generating objectives, an order should be established to reflect importance and feasibility under each goal. This order will help to ensure that priorities are considered during implementation. To assist in the ordering and weighting of the objectives, the following questions should be asked (**Figure 13**):

FIGURE 13
HOW TO WEIGH OBJECTIVES OF THE BUSINESS PLAN



Source: Adapted from ACRP Report 77

Ordering and Weighing of Objectives

This prioritization process will help ensure organization by adding priority to the objectives that must and can be done. The *Fort Lauderdale Strategic Business Plan and Master Plan Update* developed seven goals as part of their business plan. Two of these goals and their associated objectives are detailed below for reference:

GOAL NUMBER 1:

Provide an Airport that promotes safety as the most important objective

OBJECTIVES:

- Coordinate with Federal Aviation Administration, the aviation industry, and legislative leaders to enhance safety training and standards to minimize runway incursions and aircraft accidents
- Coordinate with FAA Flight Standards District Offices (FSDO) to increase their presence at FXE
- Interact regularly with FAA representatives to discuss issues and share information.
- Invite FAA representatives to attend FXE safety meetings, pilot workshops, and security workshops
- Coordinate special enforcement operations with other law enforcement agencies at the Airport

GOAL NUMBER 6:

Ensure the Airport evolves in a manner that is both flexible and adaptable to changing conditions in the aviation world

OBJECTIVES:

- Develop the airside while being cognizant of new aircraft technology so that future development options are retained
- Develop the landside areas through the analysis of concepts that recognize the potential for expanded corporate aircraft fleets at FXE
- Consider the acquisition of underperforming leaseholds as well as additional land areas to provide ultimate capabilities for the Airport to satisfy potential aeronautical demand under each growth strategy

The previous example shows one way in which goals and objectives can be developed. When completing a business plan, each project team should develop these in a way that provides the greatest benefit to their airport.

Goals and Objectives Development

The results of the SWOT Analysis should be used to establish the goals and objectives for an airport. It is important to note that there is no set number of goals or objectives that can or should be developed. Therefore, each project team should determine the depth needed to achieve their goals. The examples provided on the following pages indicate how data collection efforts can be used as part of the SWOT Analysis and development of goals and objectives.

One example is provided for a strength, weakness, opportunity, or threat, the following examples are provided for reference only.

Goal and Objectives Using a Strength from the SWOT Analysis

The data collected during the “Analysis” section needs to be classified in the SWOT Analysis section. It is likely that this section will provide a large portion of the information used as part of the SWOT evaluation and subsequent goals and objectives. When developing goals and objectives based on strengths, it is likely that they will be used to promote and maintain the existing conditions as deemed sufficient by the project team and airport manager. For example, if an airport has signed a long-term lease with a manufacturing tenant, this would most likely be viewed as a strength to the airport. In this instance, the goal and objectives may be as follows:

GOAL:

Strive to achieve and maintain a healthy revenue stream from hangar rentals based on 100% occupancy rate

OBJECTIVES:

- Conduct monthly tenant meetings to discuss facility maintenance, needs, and issues
- Require a deposit to be placed on the hangar waiting list to ensure the true demand for hangars

Goal and Objectives Using a Weakness from the SWOT Analysis

An airport’s position in the aviation community needs to be identified as part of the SWOT Analysis. For example, if during project development the airport finds that it is the only airport in the area that does not have a precision approach system, it may be viewed as a weakness when compared to other airports in the area. If the airport’s position is classified as a weakness, goals and objectives should be developed to address and correct those weaknesses. For example, the following goal and objectives could be developed if an airport’s position is found to be a weakness:

GOAL:

To remain competitive with other similarly situated airports

OBJECTIVES:

- Evaluate the feasibility of a precision approach within the next fiscal year, including discussions with the FAA
- Evaluate opportunities for airport advertisement to attract new itinerant users

Goal and Objective Using an Opportunity from the SWOT Analysis

Understanding how relationships with local government representatives may affect the airport should be documented during the SWOT Analysis. If the city manager in a municipality is about to change and the primary candidate for the job is openly pro-airport, this would be classified as an opportunity for the airport. Identifying this as an opportunity allows the project

team to develop goals and objectives that will capitalize on this opportunity. In this example the goal and objective may be as follows:

GOAL:

Maintain a positive relationship with the local government

OBJECTIVE:

- Provide the city manager with monthly status updates on airport operations and financial status

Goal and Objective Using a Threat from the SWOT Analysis

When reviewing existing plans and policies, understanding how they affect the airport should be identified in the SWOT Analysis. For example, if an airport is located in a municipality that is proposing more intense land uses as part of a comprehensive plan update, this could be seen as a threat to the airport in the SWOT Analysis. If this is identified as a threat, the project team should formulate goals and objectives to mitigate against the proposed intensified land uses. These may look like the following:

GOAL:

Strive to keep compatible land use development around the airport

OBJECTIVE:

- Discuss potential hazards of development around the airport with local government staff in the next month

Implementation

The process of implementing a business plan can take many forms, but all business plans should include a few key components in order to be effective. The following elements will be discussed as part of the implementation section of an airport's business plan:

- Action plan
- Budgets
- Marketing
- Updates of a business plan
- Performance measures
- Funding

These sections may not all need to be included in every airport's business plan, they are simply provided as recommendations for inclusion.

Depending on the size and activity of an airport, some of the items identified in this section may already be in place through another plan or process. For example, some airports may

already have an active marketing campaign that promotes business development at the airport. In these instances, the marketing component of a business plan could instead reference relevant components of the marketing campaign or plan within the business plan. At a minimum, all business plans should have an action plan that will enhance the financial viability of the airport and, if needed, direct business development at the airport.

The success of any specific program or project is dependent on the identified steps for implementation, coordination of efforts, and available resources. Some projects may require the dedicated efforts of both the airport and the respective local government to better leverage available resources and potential additional investment through dedicated funds, in-kind services (i.e., land dedications and/or acquisitions) or public-private partnerships. An airport's business plan should be developed and implemented in a manner consistent with the airport's vision. The business plan should provide a balanced view of the airport, development trends and needs, and identify those items needed for the airport to remain an important and viable asset. The following sections provide additional information on the implementation elements.

Action Plan

An action plan lays out the incremental steps needed to achieve an airport's goals and objectives and realize the mission and vision of an airport. Following the completion of the SWOT Analysis and the creation of goals and objectives, the project team can begin to develop an action plan with action items that will lead to achievement of the identified goals and objectives. Ideally, an action plan should answer the following four questions:

- What action(s) are necessary for an objective to be accomplished?
- Who on the project team or identified outside resource will be responsible for specific objectives?
- What resources are needed for the objective to be achieved?
- When (timeframe) does the objective need to be concluded?

Answering these questions is important so that the project team has a clear understanding of all of the required elements of the action plan and what is required to implement the actions. To make the action plan more useful, the components should be developed as realistically as possible. Appropriate staff and resources must be available and dedicated to accomplish objectives of the business plan. Equally important is a clear understanding of how the funding and implementation are related and will help to create a more implementable business plan.

An action item can take many different forms, depending on the airport and its available staff and funding. Each airport will need to develop an action plan that is appropriate for their needs. **Figure 14** provides an example worksheet from the *St. Pete-Clearwater International Fiscal Year 2014 Strategic Plan*. This worksheet identifies a helpful way to organize and track elements of an action and business plan. This worksheet does not necessarily contain all the information that a project team will need to include in order to have an effective action plan. However, it does present a concise and easy-to-follow method for tracking implementation of the action plan portion of the business plan. The following spreadsheet should be used for reference only. The worksheet provided in **Figure 14** was taken from an airport strategic plan and is worded slightly differently than a business plan may be. Rather, the provided worksheet can be used to design an action plan, or components of an action, that apply to a specific airport's business plan.

FIGURE 14
SAMPLE WORKSHEET FROM THE
ST. PETE-CLEARWATER INTERNATIONAL FISCAL YEAR 2014 STRATEGIC PLAN

Action Plan Strategy Checklist	
DEPARTMENT NAME: Airport	
IDENTIFY CHALLENGE: Maintain a Sustainable Airport Infrastructure	
IDENTIFY INITIATIVE to Address Challenge: Evaluate airport infrastructure and update Airport CIP Program.	
IS THE INITIATIVE: Existing? <input type="checkbox"/> New? <input type="checkbox"/>	
Comprehensive Plan Element(s) and Goals Supported by this Initiative	
Transportation Goal 2 (Objective 2.2 & 2.4)	
Alignment of Initiative with Board of County Commissioners' Strategic Direction	
<ul style="list-style-type: none"> • Focus on Core Services • Maximize and Improve Service Delivery • Improve Efficiency of Operations • Increase Community Partnership through Leadership and Improved Communication • High Performing Workforce 	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
DESCRIPTION/PURPOSE OF INITIATIVE: Update Airport CIP to maintain safe operations, improve facility efficiency, and meet future needs.	
KEY STRATEGIES (EXISTING & NEW): <ul style="list-style-type: none"> • Annual evaluation and update of CIP projects • Meet new FAA taxiway requirements/Design Phase I & II of Taxiway Project • Concept development for next phase of terminal improvements • Complete Phase II construction of Master Drainage Plan • Begin Taxiway construction pending funding assessments 	
IMPACTS/OUTCOMES/RESULTS: <ul style="list-style-type: none"> • Updated airfield infrastructure • Improved airport access, utilization, and efficiency • Regulatory compliant facilities • Lower operation and maintenance costs 	
KEY PARTNERS (INTERNAL & EXTERNAL): Law Enforcement Agencies, FAA, FDOT, TSA	
IDENTIFY DEPARTMENT PROGRAM AREA(S): Aviation	

Source: St. Pete-Clearwater International Fiscal Year 2014 Strategic Plan

When developing an action plan, some objectives may need to be addressed independently of others, while some may be dependent on or build upon other components. An action plan must identify which projects, action items, or objectives are dependent versus independent. An example of a dependent project could be a taxiway leading to a hangar facility while an independent project could be a newly developed restaurant site. The action plan component of an airport's business plan should be based on realistic and financially feasible projects and programs. As previously noted, projects should reflect the specific needs of the airport and be vetted through the business planning and/or airport master plan process. The action plan should categorize those projects as ongoing, committed, or planned including time frame(s) for implementation. The action plan should also identify which sector, if designated, each component addresses, including for example, general aviation, commercial aviation (if present), property management/development, marketing, and financial management. Quarterly updates of the various action plan elements including status, change in project scope, time frame or similar, should be provided. More information related to the update and maintenance of a business plan is provided later within this section.

Budgets

A budget tracks and forecasts the financial health and tracks the performance of the airport. Elements of airport budgets typically include:

- Operating revenues
- Operating expenses
- Non-operating sources of funds (covered in Funding section)
- Non-operating uses of funds
- Capital expenditures

Depending on the size and structure of the airport and its staff, budgets can take many different forms. For smaller airports that have limited staff and services, the entire airport can be covered by one budget. For larger airports, separate divisions or operating units may each develop their own budget for the airport manager to compile. An example of a budget, provided by Quincy Gadsden Airport Authority, is provided in **Figure 15**.

Public agencies must follow generally accepted accounting principles which have been adopted by the Governmental Accounting Standards Board (GASB). GASB is an independent organization that establishes and improves standards of financial and accounting reporting for state and local governments (www.gasb.org). GASB's financial and accounting principles are focused primarily on maintaining accountability.

Source: ACRP Report 77

FIGURE 15
QUINCY GADSDEN BUDGET

Quincy Gadsden Airport Authority Budget Expenditure Report as of 5/31/13				
		EOM 4/30/13 \$73,440.24	EOM 9/30/13 \$111,476.74	
LINE-ITEM	12/13 BUDGET	CURRENT MONTH	FY-TO-DATE	BALANCE
GENERAL REVENUE				
Hangar Rent				
Hangar Electric Fees				
Hangar Rent Service Charge				
Fuel Sales				
Business Fees				
Sales Tax Collected				
Miscellaneous Income				
CCB Line of Credit				
<i>Sub-total Generated Revenue</i>				
PROJECT REVENUE				
Taxiway "H" - FDOT				
Taxiway "H" - Construct - FAA				
EA Phase II - FAA				
Airport Improvement Phase #1 - FDOT				
Airport Improvement Phase #2 - FDOT				
T-Hangar "H" Construct #1 - FDOT				
T-Hangar "H" Construct #2 - FDOT				
T-Hangar "J" Construct - FDOT				
<i>Sub-total Project Revenue</i>				
GENERAL EXPENSES				
Accounting Fees				
Audit Fees				
Legal Fees				
Engineering Fees				

FIGURE 15 CONTINUED

Quincy Gadsden Airport Authority Budget Expenditure Report as of 5/31/13				
LINE-ITEM	12/13 BUDGET	CURRENT MONTH	FY-TO-DATE	BALANCE
Administrative Fees				
FBO Janitorial Fees				
Airport Maintenance Fees				
Advertising				
Dues/Subscriptions				
Insurance				
Interest on Line of Credit & Bank Fees				
Utilities: Electric, Satellite, Phone, Internet				
FBO Supplies				
Maintenance Supplies				
Office Supplies				
Postage				
Fuel Inventory				
Sales Tax Payable				
Hopkins Lease				
Contingency & Project Match				
<i>Sub-total General Expenses</i>				
PROJECT EXPENSES				
Taxiway "H" - FDOT				
Taxiway "H" Construct - FAA				
EA Phase II - FAA				
Airport Improvement Phase #1 - FDOT				
Airport Improvement Phase #2 - FDOT				
T-Hangar "H" Construct #1 - FDOT				
T-Hangar "H" Construct #2 - FDOT				
T-Hangar "J" Construct - FDOT				
<i>Sub-total Project Expenses</i>				

FIGURE 15 CONTINUED

Quincy Gadsden Airport Authority Budget Expenditure Report as of 5/31/13				
LINE-ITEM	12/13 BUDGET	CURRENT MONTH	FY-TO-DATE	BALANCE
TOTAL EXPENSES				
EOM 5/31/13				
Capital City Bank				
SBA Florida Prime				
Total				

Source: Provided by Quincy Municipal Airport

Marketing

Marketing is the act of promoting the assets of the airport and the airport as a whole in venues where interested businesses or parties are likely to be. Marketing the opportunities is the best way to promote business development and available programs at an airport. Marketing can take various forms based on the objective. Some marketing techniques will be more feasible than others, depending on the airport and its resources. Ideally, an airport will have some sort of marketing plan in place. While the airport may have a marketing program in place prior to the business planning process, the airport should review their program for any refinements and/or changes based on the business plan and respective action plan.

ACRP Report 77 identifies five aspects that are needed to develop an effective marketing plan. These aspects, referred to as the Five Ps, include:

- Product - What airport infrastructure and aviation products, services, and facilities are available? What is it, exactly, that is being provided at the airport?
- Price - What strategy will be used to establish pricing? Will pricing be based on costs, targeted margins/returns, value, market, psychology, or some combination thereof? How will competitors respond to pricing? What incentives may be offered to attract or retain the target audience?
- Placement - What are the points of contact between the airport and its target audience?
- Promotion - What strategy will be used to promote the airport to its target audiences?
- People - What opportunities exist to contact the target audience?

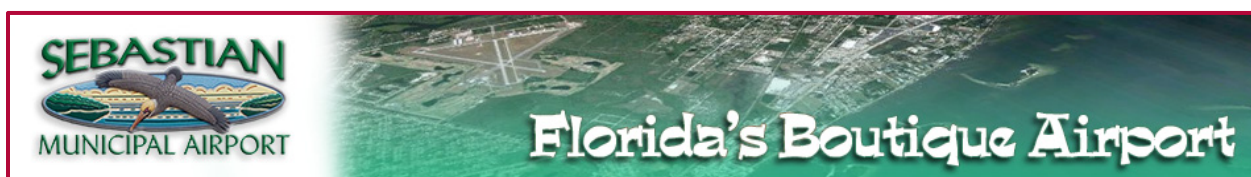
Understanding how these five components of a marketing plan affect an airport and how they can be used to leverage the assets of an airport to promote and market development and financial sustainability will be an important part of the implementation of a business plan.

Airport Branding

Identifying and promoting an airport's brand is also an important aspect of marketing an airport. Project teams can brand their airport in a number of different ways and can promote their brand using the internet and social media. Successful branding of an airport can be accomplished in a couple of different ways, including the use of a logo or graphics or a tag line. For example, Sebastian Municipal Airport is branded with the tag line "Florida's Boutique Airport." This is a memorable slogan that patrons and visitors can relate to. St. Pete-Clearwater International Airport utilized a logo to effectively brand their airport as a less stressful way to reach the area. Their logo incorporates features that visitors are likely to associate with the area, and their slogan "Tampa Bay the Easy Way," subtly conveys what the airport is trying to achieve in the area. ACRP Report 77 provides the three components that should be used to develop an airport brand, including:

1. Mission and vision
2. Values of the organization
3. Assets, amenities, and attributes of an airport

As airports seek to diversify the uses at their airport, including aeronautical and non-aeronautical, the competition to attract strong tenants increases. Developing an airport brand that can be used to market the airport can help distinguish an airport from its competitors.



Marketing Strategies

The marketing strategies provided in this section show how various components of airport services can be marketed. Of equal importance is the marketing of the airport to members of the community. Having an airport manager or staff member who is actively involved in the community will provide invaluable face-to-face marketing of the airport on a daily basis. It is also important to have an individual or group with a core competency in marketing and public relations available to assist the airport staff as necessary. While there are other opportunities for marketing, the three types of marketing that will be covered in this section are:

- Website
- Printed materials
- Coordination with economic development entities (airport promotion)

Website

A website is a cost effective way to provide information to potential businesses, and one of the least expensive options for marketing. Because most airports may already have a website, information can be added to the existing site, allowing for quick distribution. Information can be provided on available land, available leases, services, amenities, incentives, as well as any other aspects that could attract new business or expand existing business. This information should be in addition to airport facilities including runway, taxiways and other airfield infrastructure, types of fuel available, other services available (catering, mechanical, other), and available utilities on-site. Information can also be provided on existing infrastructure surrounding an airport, such as road access, demographics, land use, infrastructure (e.g.: utilities, proximity to an interstate or major roadway network rail line, or seaport), and community contacts

For example, many general aviation airports provide links on their websites that provide information on land that is available for leasing and development. Often this information is displayed in the form of a map of the airport property. For airports that may have limited staff and technical resources, basic Adobe PDF software may be used to display the information, for airports with greater technical resources, GIS or similar software can be utilized. These maps should provide information on available facilities, provision of water, sewer, and electric facilities, and can include information on zoning and land use. Providing this information is a cost effective and simple way to distribute information about available land at an airport. The following links provide some example of various forms of maps that some Florida general aviation airports have developed.

North Perry Airport -

<http://www.broward.org/Airport/NorthPerryAirport/AboutUs/Pages/Land-Available.aspx>

Deland Municipal Airport -

http://www.deland.org/Pages/DeLandFL_Airport/leasing

Sebastian Municipal Airport -

<http://www.sebastianairport.com/images/stories/PDFs/SebAptEastLayout.pdf>

In addition to providing information on the available buildings, the Sebastian Municipal Airport website provides additional information that would be beneficial for both economic development and general promotion of the airport, including fuel prices, pilot information, tourism information, and economic development facts and figures.

Printed Materials

Printed materials highlighting available facilities and services can also assist an airport to market itself. These materials can be made available at the airport and municipality, as well as at local businesses. Additionally, there are numerous aviation conferences, including CFASPP and FAC, held throughout Florida each year; distributing information at these meetings could help communicate information about the airport. Unlike web-based media, printed material is static and not easily updated. Printed materials can also be more costly due to design and printing costs.

Additionally, a significant amount of staff time goes into operating a booth at a local, state, or national aviation conference/convention. Though these are great opportunities to market the airport to a large number of aviation industry members, the amount of staff hours, cost of travel, and other factors may make this difficult for many of Florida's general aviation airports. Each project team and airport will need to decide if attending these events is worth the time and money that it would cost to attend them.

Conferences and meetings that are common for airports to attend to market their airports include:

- Florida Airports Council (FAC)
- Continuing Florida Aviation System Planning Process (CFASPP)
- Aircraft Owners and Pilots Association (AOPA)
- National Business Aviation Association (NBAA)

Coordination with Economic Development Entities (Airport Promotion)

Coordination with the local economic development council (EDC) can assist the airport in developing a business plan that promotes the overall business goals of a municipality. EDCs and their staff can also assist in providing the marketing/technical assistance that the airport staff may lack. During the development of this Guidebook, stakeholders identified coordination with local EDCs to be one of the most important marketing components of an airport business plan. Because EDCs are responsible for promoting and attracting business and tourism to an area, they are aware of businesses and industries looking to expand, relocate, or that have interest in an area. Additionally, they may be aware of existing local businesses that have a desire to be located at an airport. If possible, the information that an airport provides on its own website should be made available on the EDC's website or a link should be provided to access this information. EDCs can also serve as an informational clearinghouse as they typically include community information on a more broad, far reaching scale.

For example, the Greater Fort Lauderdale Alliance (Alliance), the official public/private partnership for economic development in Broward County, states the following:

“Along with its partners, the Alliance markets Broward County with strategic initiatives to reach company executives, site selectors, and real estate consultants. The top public and private sector leaders in Broward County are involved in the Alliance, including business, government, academia and community leaders. As a prime global business destination, we are continually marketing for new investments, while providing a home to thousands of businesses who serve their markets across this continent, to Latin America, the Caribbean, Africa and Europe.”

The Alliance identifies aviation as an important industry cluster that is actively promoted.

In addition to local economic development councils, regional councils and industry-specific economic development councils exist in Florida. The Northwest Florida Aerospace Supplier Information group provides information to potential businesses on the aerospace amenities offered in the region. This includes information on existing vacant infrastructure available at airports, as well as the types of industry that it could support. The group also promotes the aviation industry in the Southeast region of the United States. By accounting for the regional

nature of the aviation industry, the overall aviation system is promoted. More information on this group can be found at: <http://www.nwflaerospace.com>.

Additionally, the Florida Economic Development Council (FEDC) is a statewide resource that promotes business development throughout Florida. The FEDC is the professional association of economic, workforce, and community developers who work in Florida's 67 counties, over 400 cities, 24 workforce regions, 28 colleges, 12 universities, as well as utilities, ports, airports, and industrial authorities. Coordination with the FEDC would allow an airport to distribute information on a broad scale to both domestic and international businesses. More information on this group can be found at: <http://www.fedc.net/>.

It is recommended that all airports engage in some form of dialogue with their respective local, regional, and industry-specific economic development councils. Encouraging these entities, during the business planning process, can provide insight and new ideas for marketing the airport, but coordination should be ongoing, even after the business plan has been completed.

Maintenance and Updates of a Business Plan

During the development of this *Guidebook*, stakeholders noted the importance of updating and maintaining a business plan. Airports often complete a plan, but do not implement the recommendations due to the plan not being properly reviewed, maintained, or updated to address changes at the airport (changes in revenues or revenues sources) or the region. Maintenance should include the short-term steps to allow the business plan to remain current, such as updating budgets or removing completed objectives. A more in-depth update should be conducted to address significant or wholesale changes that affect the recommendations or action plan, such as a runway lengthening at a nearby airport or the loss of a long time tenant. Maintaining and updating a business plan on a regular basis will help improve the outcomes of a business plan and increase stakeholder buy-in and support. The business plan should be viewed as an active and interactive document to be used to identify and achieve certain goals of the airport and community. This means that the business plan will be used continually to drive communication between the project team, airport staff, community members, and all other involved community members. As such, the business plan needs to be developed in a manner to reflect and adapt to changing conditions, including economic and market conditions. Business plan maintenance becomes increasingly important as new projects are identified and need to be added to the CIP and completed projects are removed from the list or marked as "completed." This also relates to available funding options. Ideally, the business plan should be an up-to-date, active document (i.e., actively reviewed and updated on a regular basis) that drives growth at an airport.

As stated previously, business plans should be documents that are used to drive daily activity and growth at an airport. As such, they need to be updated frequently so that progress can be tracked. Because daily updates are not practical, it is suggested that certain elements of a business plan be reviewed on a monthly basis. Intuitively, not all components will need to be reviewed and updated on a monthly basis, only those objectives that have a short implementation schedule need to be updated. The following sections provide guidance on maintaining a business plan.

Maintenance

Airport business plans are used to guide airport development and to promote increased financial self-sufficiency. Because this can often be a complicated process, the project team will need to maintain the plan on a frequent basis to track the differences between the goals and objectives and the actual results. By doing this, the project team will be able to revise components that are not effective or relevant due to changing conditions, remove completed elements, and update sections as the environment or conditions at the airport change. To effectively update a business plan, the following questions should be asked:

- What goals and objectives have been worked on?
 - What has been completed?
 - What has not been completed?
 - What is the status/progress of the identified goals?
- Of those goals and objectives not completed, what can be done to complete them?
 - Are they still needed?
 - Are additional resources needed?
 - Is the timeframe to complete the objective still accurate?
- What changes have occurred at the airport (not as a result of planned activities)?
- What changes have occurred external to the airport that could affect the business plan?
- What changes have occurred internal to the airport that could affect the business plan?
- What can be done to make progress with the remaining goals and objectives?

Once these questions have been answered, the plan can be updated, as appropriate. If new budgets or financial analyses are needed, they should be updated as well.

Updates

Normally, an airport business plan is developed with long-term goals that are reached by achieving incremental objectives. During the implementation process the project team, or those implementing the plan, should strive to be consistent and avoid moving to a different objective prior to completion of other, more necessary objectives. Moving on too soon can provide an inherent concern (perception) of not following the business plan or lead to an incomplete approach. Ideally, the action plan was developed to promote smart and measurable development that requires minimal maintenance. While it is likely that most updates to a business plan will account for slight variations in objectives or other minor changes, there may be times when there may need to be major revisions to a business plan. These include:

- Changes in competition (i.e., nearby airport constructing air traffic control tower or hangar facilities)
- Changes at the airport (i.e., change in staffing)
- Changes external to the airport (i.e., road construction; changes in local government staffing)
- Updates to state and federal law (i.e., FAA Advisory Circulars; Chapter 333, F.S.; Chapter 14-60, F.A.C.)

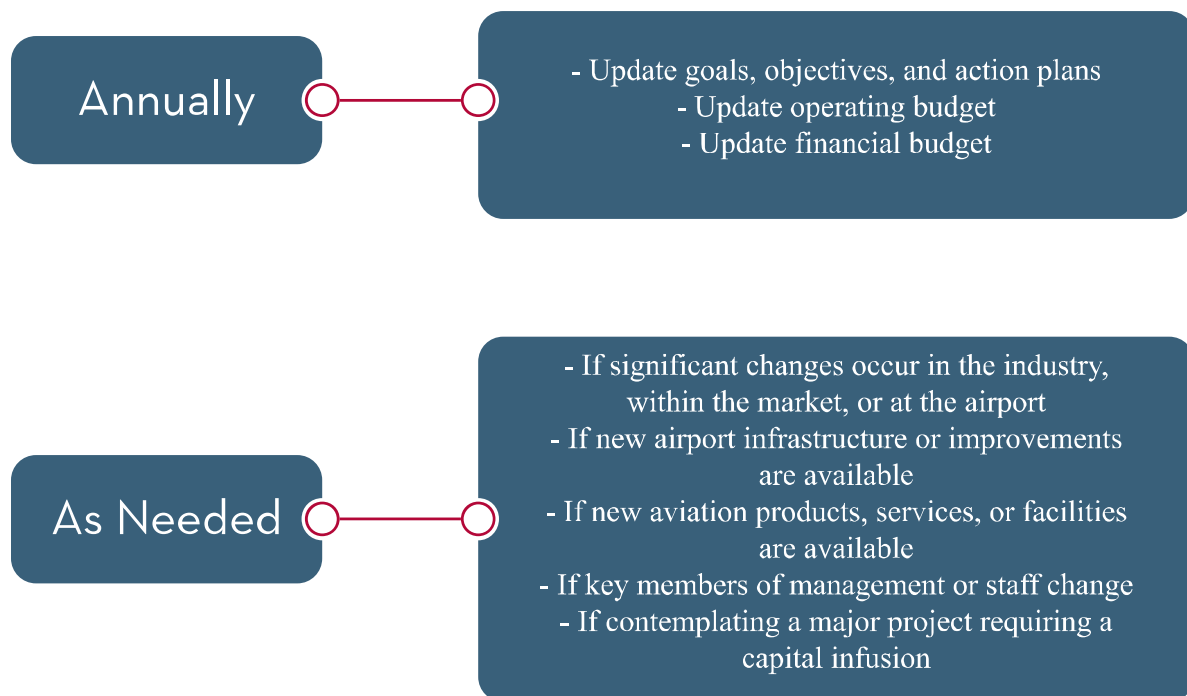
If a business plan is regularly maintained, full updates should be needed infrequently and may be accomplished in conjunction with the update to an airport's master plan. For example, if a nearby similarly situated airport constructs an air traffic control tower, this will need to be

noted in the business plan because it changes the competitive situation of the airport. If the project team identifies the goals and objectives and related action plan items that could be affected by this development, it could protect the airport from needing to reexamine the entire business plan.

Review Schedule

Not all components of a business plan will need to be updated as frequently as others. Goals and objectives that are more internal to the airport may need to be reviewed regularly and possibly updated more frequently. However, more long-term components may require review by the project team incrementally and reviewed across multiple years. Additionally, if realistic goals and objectives were developed as part of the business planning process, completing objectives should work towards the completion of overall goals. When developing a business plan, items should be noted as either short- or long-term projects, so that they are reviewed at the appropriate time. However, it is understood that limitations in an airport's resources (i.e., staff or available funds) may cause the business plan to be updated less frequently. In those instances, the airport manager should make an effort to keep the goals of the business plan in mind when making decisions at the airport. *ACRP Report 77* provides a broad introduction to the review schedule for various aspects of a business plan, and is provided in **Figure 16**.

FIGURE 16
BUSINESS PLAN REVIEW SCHEDULE



Performance Measures

Performance measures are used to determine if an airport has been successful in meeting their identified goals and objectives and, if not, what items are remaining and what may be needed to achieve each goal. Performance measures monitor the ongoing progress of the overall goals

of the business plan. Performance measures should be designed for the various goals and objectives of the business plan. For example, the *Fort Lauderdale Executive Airport Strategic Business and Master Plan Update* provided performance measures for the following six areas of focus in their business plan (**Table 20**):

TABLE 20
PERFORMANCE MEASURES

Performance Measures
Organizational Management of the Airport
Identify annual training goals for every Airport employee
Evaluate alternative security options six months prior to expiration of security services contract
Implement formal feedback process to evaluate success of Airport services contracts
Maintain staffing at 90% of authorized levels
Maintain annual payroll increases including cost of benefits less than six percent
Conduct employee opinion survey; re-measure every two years
Develop non-financial employee recognition
Track employee absenteeism/lost time annually
Identify goal turnover percentage; measure every two years
Measure employee education achieved from training
Measure number of performance appraisals submitted within schedule
Operational Aspects of the Airport
Finalize Airport Rules and Regulations
Monitor and update, if necessary, Airport Rules and Regulations every five years
Document safety training efforts
Enforce lease compliance; execute registration process for all new and existing tenants by end of 2010
Maintain surface incidents in Category C or D at levels no higher than an average of 2006-2008 results

TABLE 20 CONTINUED

Performance Measures
Capital Development of the Airport
Determine priority of projects in five-year CIP; update annually
Schedule regular meetings with FAA and FDOT to keep them apprised of progress
Marketing of the Airport and its Products/Services
Host at least two community events on Airport annually
Monitor hangar waiting list on regular basis
Measure community satisfaction with Airport on bi-annual basis
Establish timeframe for response to community comments
Host tour of Airport bi-annually
Track positive versus negative press
Business “Best Practices” of the Airport
Update benchmark study annually
Form informal alliance with peer airports to continue monitoring best practices
Financial Strength of the Airport
Maintain six months’ worth operating cash on hand
Control operating expense per employee increase less than five percent annually
Maintain revenues at least 104 percent of expenses and capital outlays
Maintain FAA and FDOT grants at level no less than average of last five years
Meet target budget
Determine an appropriate operating income margin; maintain annually
Determine acceptable revenue to expenses ration; maintain annually
Monitor benefit cost per employee
Establish goals for percentage of payroll to employee benefits; measure annually
Measure number of contracts in place by renewal/start date

Performance measures will vary among airports and the recommendations in the airport's respective business plan. While certain performance measures may be similar in nature among various airports, the goals and their respective performance measures should be specific to the airport. When developing performance measures, it is important to ensure that they are created for each goal and the corresponding objectives. Performance measures can be based on a variety of metrics, which should be identified within the business plan and repeatable over time. Typical performance measures can include review against revenues, job-creation, and economic impact (airport and/or community wide), occupancy rates, acreage developed or available for leasing, and similar metrics. Revenues, job-creation, occupancy rates, and acreage developed/available for leasing are typically straight-forward and easier to measure. However, the reallocation of existing jobs from one portion of the airport to another should be identified so as not to create a false achievement. In addition, economic impact can be more difficult to conclude as the determination between direct and indirect economic impacts needs to be understood, and, in some cases, may be subjective.

Funding

Though developing an airport business plan is not required by state or federal regulations, projects that are identified as part of the business planning process may be eligible for funding through FDOT or the FAA. Projects eligible for funding may include runway paving and security fencing. Many projects recommended in a business plan will be funded by airport revenues, though larger projects may also require funding by FDOT or the FAA. Projects that would typically be funded by airport revenues alone include enhancing office facilities and hosting local events. In order to be eligible for FAA or FDOT funding, recommendations must be entered into the Capital Improvement Program (CIP). The following sections provide more information on the CIP, as well as numerous funding sources available to airports in Florida.

It is important to understand the sources of funding available and necessary to implement the airport's business plan. The identified revenue sources and the airport's level of funding responsibility (i.e., independent enterprise responsible for its own financial operation or jointly funded with municipal revenues) will determine how the airport should approach funding identified projects. Airports may be able to rely on different fees, such as leases/rents, fuel fees, concession fees, and parking fees to generate income to operate the airport and to contribute to its capital improvement program as detailed below. It is important to develop the funding and financial plan using information and assumptions that provide a reasonable basis for analysis at a master plan-appropriate ("planning") level of detail as compared to a more detailed engineers opinion of probable construction costs. Some of the assumptions and items within the action plan may not be realized or be able to be realized. It should also be understood that identified action plan items may vary due to various, unforeseen circumstances (i.e., economic impacts, funding availability, changes in elected officials/staffing, resources, etc.).

The ability of the airport to fund operations and to schedule capital improvement projects is dependent on airport revenues. Airports are also eligible for entitlement and discretionary funding through the FAA and FDOT for certain projects. The airport may need to rely on the availability of these funds to finance most major capital improvement projects. Funding information is available from the *Florida Aviation Project Handbook: A Handbook of State Funding Information for Florida Airports*. This document can be found at: <http://www.dot.state.fl.us/aviation/flpub.shtm>. A summary of funding information from this

document is provided below for quick reference. Some airports have been successful at acquiring funding from nontraditional sources. When developing a business plan, the project team should identify these sources and determine if they could be beneficial to their airport.

Capital Improvement Program

The Capital Improvement Program (CIP) includes all projects proposed by an airport, typically as part of an airport master planning or other effort. The CIP may identify projects that are and are not eligible for federal and state funding, as well as funding sources and timeframes. The CIP may also identify phases or steps to be taken as part of an overall project. Projects identified in a business plan will need to be added to the CIP to be eligible for funding. In Florida, the CIP is used to program projects into FDOT's Joint Automated Capital Improvement Plan (JACIP), which is used to program airport development grants.

Florida Aviation Grant Program

The Florida Aviation Grant Program provides financial assistance to Florida's airports in the areas of safety, security, preservation, capacity improvement, land acquisition, economic development, planning, designing, construction, and maintenance. The only off-airport projects allowed are the purchase of mitigation lands and aviation easements, noise mitigation such as sound proofing, and access projects for intercontinental airports. Program funds assist local governments and airport authorities in planning, designing, constructing, and maintaining public-use aviation facilities. Airport capital equipment is eligible, except equipment closely related to day-to-day operations. The Florida Aviation Grant Program is funded from the State Transportation Trust Fund, to which the aviation fuel tax provides funds.

To be eligible for funding through the Florida Aviation Grant Program, an airport must be a part of the Florida Aviation System Plan (FASP), and airport projects must be consistent with the airport's role defined in the FASP and, to the maximum extent feasible, the approved local comprehensive plan. Project funding is based on consideration of airport priorities and applicable state priorities. In addition, capital projects must be part of a department-approved airport master plan and/or depicted on an approved airport layout plan (ALP).

Strategic Intermodal System

The Strategic Intermodal System (SIS) was developed in 2003 by the Florida Legislature and the governor in an effort to enhance Florida's transportation mobility and economic competitiveness. SIS facilities include airports, spaceports, deepwater seaports, freight rail terminals, passenger rail and intercity bus terminals, rail corridors, waterways, and highways that are considered high-priority transportation facilities.

Currently, 19 airports are designated as SIS and Emerging SIS facilities by the State of Florida. Of these 19 airports, seven are considered SIS commercial service airports and two are SIS general aviation reliever airports. The remaining 10 airports are designated as Emerging SIS commercial service. The only general aviation SIS airports in Florida are Kissimmee Gateway Airport and Kendall-Tamiami Executive Airport, which are both reliever airports.

State Infrastructure Bank

The State Infrastructure Bank (SIB) is a revolving loan and credit enhancement program consisting of two separate accounts; a federally-funded account and a state-funded account. This program operates similar to a bond in that it is used where a dedicated revenue stream is present.

Federally-Funded Account

The federally-funded account is capitalized by federal money matched with state money as required by law under the Transportation Equity Act for the 21st Century (TEA-21).

State-Funded Account

The state-funded account is capitalized by state money and bond proceeds. Projects must be on the State Highway System or provide increased mobility on the State's transportation system, or provide intermodal connectivity with airports, seaports, rail facilities, and other transportation terminals.

The Transportation Regional Incentive Program

The Transportation Regional Incentive Program (TRIP) was created to encourage regional planning by providing state matching funds for improvements to regionally significant transportation facilities identified and prioritized by regional partners. The program is TRIP is funded through General Revenue Funds made available through the 2005 growth management legislation.

Economic Development Transportation Projects

FDOT, in consultation with the Florida Department of Economic Opportunity, may fund the direct costs of transportation projects. The Department of Economic Opportunity and the Department of Environmental Protection may formally review and comment on recommended transportation projects, although FDOT has final approval authority for any project authorized under this section.

Rural Economic Development Initiative

Rural Economic Development Initiative (REDI) counties and communities that meet certain statutory criteria may request a waiver or reduction of the match requirements for project funding. A county or community must request a waiver or reduction in match requirements in writing. For all other projects, please consult Ch. 339.08 F.S. regarding use of monies in the State Transportation Trust Fund and the FDOT Work Program Instructions, available from the FDOT Office of Work Program & Budget. The following counties, and all municipalities located within are eligible to request a reduction or waiver of match:

- | | | |
|------------|-------------|------------|
| • Baker | • Dixie | • Glades |
| • Bradford | • Flagler | • Gulf |
| • Calhoun | • Franklin | • Hamilton |
| • Columbia | • Gadsden | • Hardee |
| • DeSoto | • Gilchrist | • Hendry |

- Highlands
- Holmes
- Jackson
- Jefferson
- Lafayette
- Levy
- Liberty
- Madison
- Nassau
- Okeechobee
- Putnam
- Suwannee
- Taylor
- Union
- Wakulla
- Washington
- Walton

For more information the Rural Economic Development Initiative visit,
<http://www.dos.state.fl.us/grants/redi/index.aspx>.

Foreign Trade Zones

Foreign trade zones (FTZs) are restricted-access sites that are considered outside the U.S. Customs territory, but are physically located in the United States. Companies that operate in foreign trade zones can defer, reduce, or eliminate customs duties on foreign products admitted into zones for storage, exhibition, processing, assembly, and manufacture. A local community benefits from the increased business attraction and retention opportunities a Zone offers. FTZs provide an attractive climate in which to do business and thereby encourage domestic companies to expand and/or to retain operations in the U.S. that would otherwise be relocated overseas. The overall result is more jobs created in the local area. There are several airports in Florida that are designated as a FTZs, these include:

- FTZ No. 42 Orlando
Grantee: Greater Orlando Aviation Authority
- FTZ No. 215 Sebring
Grantee: Sebring Airport Authority
Sebring Regional Airport
- FTZ No. 241 Fort Lauderdale
Grantee: City of Fort Lauderdale
c/o Fort Lauderdale Executive Airport
- FTZ No. 250 Seminole County
Grantee: Sanford Airport Authority

Summary

The implementation of a business plan will inevitably be different for every airport. Some airports may have a proactive board that is willing to provide funding for marketing recommendations and assist in securing grant funding for larger projects, while others may not receive any support. When developing the action plan and identifying potential marketing and funding mechanisms, it is important to keep the goals and ideals of the airport and its surroundings in mind.

Conclusion

The Florida Department of Transportation (FDOT) developed this *General Aviation Airport Business Plan Guidebook (Guidebook)* as a means (resource) to assist General Aviation airports and their related staff to develop financial strategies geared at a broad range of topics affecting an airport and its fiscal sustainability. This Florida-specific *Guidebook* has been developed for use in educating and informing entities and individuals involved in the business planning process, including airport managers, airport authorities, and local governments. The *Guidebook* consists of two primary sections: “Guidebook Development,” and “General Aviation Airport Business Planning.” The “Guidebook Development” section introduces this project, methodologies undertaken during its preparation, public outreach, and provides general information on business planning. The “General Aviation Airport Business Planning” section contains the detailed information on the recommended components needed (available) to develop a business plan taking into consideration local preferences and conditions.

The *Guidebook* provides an overview of the various environments in which an airport operates including ownership (municipal versus authority), as well as management (dedicated airport manager versus city/county staff person). These factors will play a role in the direction of the business plan and the level of analysis to be undertaken. The *Guidebook* is intended to utilize a broad range of stakeholder comments, issues, and opportunities in identifying possible strategies for consideration and implementation. The *Guidebook* is also intended to provide a framework within which to proactively plan, develop milestones, and identify potential strategies to assist airports in becoming (maintaining) financial self-sufficiency.

As noted in the Introduction, the recent changes that have been observed in the aviation community were the impetus for the completion of this Guidebook. As a result of the recent global economic downturn, many aspects of the aviation industry have seen stagnant or contracted growth. In an effort to remain self-sufficient, some airports have begun to diversify their business model to include more non-aviation related industries. Due to the success of this diversification, it was seen as beneficial to provide a resource to airports to assist in the development of airport business plans that could assist all airports in diversifying their business model.

The *Guidebook* provides the tools and information necessary to ask basic questions throughout the business planning process and identify those steps and/or processes necessary (recommended) to complete a business plan. The business plan is intended (understood) to be a component of an airport’s overall master planning process which also includes the airports strategic plan and airport master plan. The general aviation airport business planning process includes three basic components that can be undertaken in whole or in part including analysis (project team, existing conditions, and an airport’s mission), business plan development (position, SWOT, goals and objectives) and implementation (action plan, marketing plan, updates, performance measures and funding).

Numerous research documents including ACRP Reports and those from the FAA and FDOT provide information on specific components that are integral to the business planning process and as recommended, should be reviewed during the process. In addition, references to state and local plans and codes are identified that should be reviewed during the business planning process based on their specific impact on an airport’s operations, including but not limited to

airport zoning, long range transportation plans, and local comprehensive plans. Examples of similar business planning documents, project identification and staffing protocols, responses from interviews with stakeholders, and lease agreements and practices are provided as examples and guidelines which may be reviewed for applicability in the respective airport's approach to the business planning process.

This *Guidebook* is not intended to require or recommend that all of the information presented be included in an airport's business plan. In addition, it should be understood that not all projects and/or programs are of equal importance and may not (need to) be included within the business plan based on the airport's size and scope of operations; each airport undertaking this process should determine what components and recommendations are important and should be reviewed. Based on stakeholder interviews and reviews of available resource materials, recommendations are provided which allow the reader to understand which components of the business planning process are inherently necessary. However, the degree and depth to which they are analyzed should be left to the discretion of the airport/airport sponsor and the project team.

This *Guidebook* was developed to provide guidance for airports of all sizes and geographic conditions to develop a business plan that is conscious of staff, budget, time, and complexity, but that also provides a sufficient level of detail and useful information for developing a productive and implementable business plan.

The following section will identify and differentiate those items that may affect the business planning process and should be considered when developing a plan. Information and discussions are provided on different forms of ownership (municipal versus authority) and management (dedicated airport manager and staff versus municipal department head with other responsibilities) of Florida's airports, as well as available resources. In addition, the section will provide the link or relationship between the business planning process and state, regional, and local requirements and/or plans. These include the FAA/ACRP guidebooks and circulars, Florida Statutes (F.S.), local government comprehensive plans, as well as Long Range Transportation Plans (LRTP). Subsequent sections focus on the specific components that may be included in an airport's business plan, analysis tools, implementation, as well as BMPs. As previously noted, a business plan is not intended to be static but instead intended to be reviewed regularly (i.e., annual review) and the Plan's objectives and strategies should be updated to reflect changes in the economy, relevant public concerns, and opportunities associated with public and private development proposals.

It is understood that information and recommendations, including the list of Best Management Practices (BMP) in the following section of this *Guidebook*, are based on current information and recommendations received during the Public Outreach and review of technical materials process. The information contained with the *Guidebook* may be implemented with or without modification based on the respective airport's needs, including available resources, information, and funding. While certain components of the *Guidebook*, including the BMPs, can be undertaken using in-house resources, other components may be undertaken as funding can be obtained and/or as funds (revenues) allow. The listing of BMPs, including recommendations and projects, are not intended to be static but to be dynamic based on available funding, resources, and direction by the airport sponsor, including opportunities for state and federal assistance grants, availability of necessary infrastructure to support the recommendation, updated public comment and need(s), and periodic revision to priorities and practices subject to the regulatory environment.

Best Management Practices (BMPs)

Best management practices (BMP) are activities and/or processes that have been developed over time to assist, and in some instances, guide in the development and implementation of an airport business plan. By definition, these activities or processes can be improved over time to respond to new issues and opportunities and yield the best possible results. With regards to this *Guidebook*, this section will provide BMPs that were identified during stakeholder outreach and *Guidebook* development that may be utilized for the development of general aviation airport business plans. It is understood that all of the following BMPs may not be applicable in every setting and/or for each general aviation airport; the airport and project team should identify those BMPs which are applicable and suitable for their respective airport. For each BMP, a brief description is provided, as well as a discussion and justification as to the reason it has been included as a BMP. Links to resources are provided so that project teams can conduct further research as necessary. To make the BMPs more user-friendly, a “Things to Think About” component is included for each BMP. These provide discussion points and tips that are useful during the development of a general aviation airport business plan. The following nine activities/processes are BMPs that should be considered.

BMP #1: Support Statewide Freight and Logistics

Understanding how freight and logistics are involved in the aviation industry and, more importantly, how an airport can capitalize on freight, will help an airport sponsor enhance potential business opportunities and the economic value of an airport to its community, plus support statewide freight and logistics initiatives. When completing a business plan, the project team should consider coordinating with their regional Metropolitan Planning Organization (MPO), as well as their Florida Department of Transportation (FDOT) District Office, to identify opportunities to enhance freight and logistics at the airport and gain a better understanding of what freight and logistics providers are looking for when planning their business strategies. Enhancements can be in the form of improved transportation facilities, access to the airport, and connectivity to highways and interstates, along with potential improvements to enhance airport operational capabilities. Understanding how freight and logistics can be addressed in the general aviation airport business planning process was identified as an important BMP by both the FDOT Central Aviation Office and numerous stakeholders during stakeholder interviews.

Example

The MetroPlan Orlando MPO 2030 Long Range Transportation Plan (LRTP) identifies specific locations where freight movement can be enhanced by connecting facilities to general aviation airports. This plan states:

This proposed freight village is situated to the west of and adjacent to the Orlando Sanford International Airport. It is generally located off Airport Boulevard and north of East Lake Mary Boulevard. This site is also within close proximity to the CSXT railroad. Nearby truck routes include State Road 417 and US 17-92. These facilities tie into Interstate 4, State Road 419, and State Road 434.

Working with an MPO or FDOT District Office and understanding how an airport can support statewide freight and logistics will allow an airport to maximize its business opportunities, provide a needed service to the region, and generate economic value to the community that the airport serves.

References

When considering freight and logistics during the development of a business plan, please refer to the following resources provided by FDOT:

- *Air Cargo System Plan Updates*
<http://www.dot.state.fl.us/aviation/flpub.shtm>
- *Florida Air Cargo Executive Summary Brochure*
<http://www.dot.state.fl.us/aviation/flpub.shtm>
- Freight Moves Florida
www.freightmovesflorida.com

Things to Think About

- If an airport is located within an MPO area, contact the MPO to determine how the airport can assist with regional and statewide freight planning
- Contact the local FDOT District Office to determine how the airport can assist with regional and statewide freight planning
- Determine factors that freight and logistics providers see as key to their business models and determine if the airport meets those factors
- Identify opportunities to team with economic development efforts to facilitate freight and logistics improvements
- Determine the airport's role in the overall freight and logistics network
- Determine if local industry/business activity supports an enhanced freight system
- Ask whether airport facilities support identified state and regional freight and logistics goals
- Ask whether there are existing facilities that can be improved to enhance freight capabilities
- Ask whether freight is a business objective that is logical and attainable for the airport

BMP #2: Establish Fair Market Value for Non-Aviation Related Properties

The establishment of fair market value for non-aeronautical airport land is often challenging and can be important in the business planning process. Determining property values for non-aviation related properties located on airport-owned property is essential to maximize and diversify potential airport revenues. Because most of the funding for operations and capital improvements comes from user financing, maximizing airport revenues to assist airports in being more financially self-sufficient is the primary goal of completing an airport business plan. During the development of this *Guidebook*, many stakeholders noted that they were not realizing the full financial return from properties that are under-valued at their current rate. This may have resulted from lease negotiations from the local legislative body or long-term leases that do not provide for a multiplier or growth factor (i.e., annual increases or mechanism tied to increases in inflation, or linking the lease rate to the consumer price index with

scheduled escalation of the rate over the lease period). Stakeholders also noted differences in accuracy of fair market value determination when hiring property valuation firms. They noted that firms which specialize in aviation property are expensive, though they are typically more accurate due to their understanding of the unique characteristics of airport properties. Local appraisers often have increased local knowledge, but may not necessarily have knowledge of appraising the value of airport properties.

References

When considering fair market value for properties, please refer to the following resources:

- *Guidelines for Determining Market Value and Market Rent of Airport Property*
<http://www.dot.state.fl.us/aviation/flpub.shtm>
- *Florida Public Airport Revenue Use Guide*
<http://www.dot.state.fl.us/aviation/flpub.shtm>
- *FAA Airport Compliance Manual, Order 5190-6B*
http://www.faa.gov/airports/resources/publications/orders/compliance_5190_6/

Things to Think About

- Determine how property will be appraised. Will an agent be hired or will the project team complete the analysis in-house?
 - If an agent is hired, will a local expert be used or a statewide aviation expert?
 - If the analysis is completed in-house, what method will be used: sales comparison, cost approach, or income approach?
 - How to account for anomalies in past variations which could skew the analysis
 - Will the local municipality and or FAA accept values determined through an RFP process?
- Additional items to think about:
 - Land use compatibility
 - Zoning designation and land use (legal encumbrances)
 - Size of parcel
 - Highest and best use of property
 - Property function
 - Roadway and utility service access
 - Other amenities
 - Construction method and longevity
 - Imaginary surfaces

BMP #3: Strengthen Lease Capabilities

Well-developed lease agreements are one of the best ways an airport can become more financially self-sufficient. Well-developed lease agreements will help protect the airport from liability as well as provide for increased revenues. Documenting the tenants that operate out of the existing facilities, and the terms and length of those lease agreements, will enable the project team to better understand existing lease issues that are adversely impacting airport revenues, the anticipated additional revenues to be realized by a well-written agreement, facility commitments, and provisions and conditions of the leases (i.e., ongoing maintenance) that are currently outstanding at the airport. When preparing a business plan, the project team

should review the current lease agreements against the most current industry guidance and lease examples and understand the parameters and obligations that may be in conflict with the airport's future plans, or that potentially restrict other marketing and business development opportunities. Understanding the terms (fees, restrictions, reversion clauses, requirements, length, fixed versus flexible rates, escalation, potential extensions, etc.) of lease agreements will help the project team develop a business plan that will accommodate changes reflective of the current and future facility needs, and facilitate the capture of the appropriate fair market revenues needed to support those projects identified in the airport master plan and Capital Improvements Plan (CIP). Specific attention and discussion should be given to identifying the optimal leasing situation at the airport, including land leases versus construction and maintenance requirements. Typically, land leases may result in lower revenues; however, they may be cost effective as construction, development, and maintenance of the facility is the tenants' responsibility, subject to certain standards.

References

When completing this section, please refer to the following resources:

- *Guidelines for Determining Market Value and Market Rent of Airport Property*
<http://www.dot.state.fl.us/aviation/flpub.shtm>
- ACRP Report 47: *Guidebook for Developing and Leasing Airport Property*
<http://www.trb.org/Publications/Publications.aspx>
- Airport Leasing 101: *A Guide for Florida Airports* (FAA presentation at 2014 FAC State Summit)

Things to Think About

- Initiate a registration process and develop minimum standards for all new and existing tenants to ensure lease compliance
- Develop declarations that facilities are used only for defined aviation purposes
- Understand the “useful life” of the asset when determining leasing options and time frames
- Conduct an internal assessment in advance of lease expirations to assess the highest and best use options for the subject parcels and a fair market value or rate of return as part of a lease renewal or new lease negotiation
- Address the future reversion of facilities developed on the leasehold in good condition to the airport sponsor
- Address opportunities for lease extensions and requirements by the lessee (i.e., size and/or type of investment, including additional investment during the lease period)
 - For non-aeronautical leases, inclusion of a reversion clause if the property is needed for aeronautical purposes
- Consider the aeronautical needs associated with each lease/parcel as it is judged against the approved Master Plan, and consider the same for non-aeronautical (aviation) properties
- Compare leases to industry standards
- Determine guidelines for a standard leasing policy that includes
 - Lease term and possible extensions
 - Lease rate (land and hangar lease)
 - Building and facility lease rates (when applicable)

- FBO lease requirements (when applicable)
- Subleasing policy
- Assignment and/or transfer
- Constructions, maintenance, repairs, and utilities
- Rights and obligations of the lessor
- Obligations of lessee
- Reversion
- Inspections
- Construction of improvements
- Use of premises
- Security
- Process for adjusting lease rates and fees (i.e., review and adjust rates, as needed, on a prescribed schedule that accounts for inflation reported by the U.S. Department of Labor
 - ❖ Balance the financial gain of re-valuing a property to the cost of performing the evaluation
 - ❖ Off-set construction and maintenance costs by providing some mechanism for profit sharing (i.e., fuel revenues)
- Master ground leases can offer a financial advantage to some private developers as there are no up-front land acquisition costs and lease payments are fully deductible for tax purposes, whereas owned land cannot be depreciated. This approach can also be advantageous to the airport, as the responsibility for constructing and maintaining facilities is the responsibility of the lease holder. Under a straight ground lease to a developer, an airport would not be involved in the construction, financing, sale, or lease of buildings for tenants. Further, the actual sale of airport property to a tenant or developer can require a land release process, which needs to be evaluated prior to any transfer.
- Public-Private Partnerships (PPP) have the potential to play a meaningful role in developing land and facilities. In PPP arrangements, third-party developers bring private sources of capital to airport development projects. Such financing can be advantageous to an airport sponsor by:
 - Preserving the sponsor's bonding capacity for other public-use facilities
 - Offering specialized knowledge and professional management in property development, facility planning, and facility leasing
 - Avoiding the coverage and reserve requirements of traditional airport revenue bonds

BMP #4: Be Consistent with the Airport Master Plan and Related Planning Documents

Airport business plans should be developed in conjunction with the existing airport master plan's goals, objectives, and strategies to ensure that the recommendations of the business plan are not in conflict with the master plan analysis and proposed implementation of the development program. Additionally, forecasts and market analyses will likely be identified as part of the master planning process. Utilizing consistent numbers and figures will help the business plan when developing projects and recommendations. Care should be taken to ensure that the data in the master plan are valid and that significant variations have not occurred that would act to significantly alter the nature of the master plan recommendations. When

developing the business plan, the project team should review the master plan regularly to ensure that the recommended development and schedule are complementary.

Example

The *Lone Star Executive Airport's Strategic Business Plan* states:

The most recent airport master plan completed in October 2003 states the Airport is expected to experience increases in total based aircraft, annual operations, and turbine powered aircraft use of the airport through the planning period, "consistent with regional and national projections." This will equate to a near doubling of operations from the current 80,060 to 165,400 by 2022 and an increase in based aircraft to a total of 500 in the same period. However, due to Lone Star Executive Airport's location in a rapidly growing market area (in both population and economic terms), the Airport has the potential to expand at a rate greater than regional and national projections. These factors will be examined in greater detail in subsequent sections of this report.

Understanding how information in the master plan affects business planning will assist the project team in developing consistent and coordinated planning documents.

References

When considering the airport's master plan, please refer to the following resources:

- *Guidebook for Airport Master Planning*
<http://www.dot.state.fl.us/aviation/flpub.shtm>
- ACRP Report 20: *Strategic Planning in the Airport Industry*
<http://www.trb.org/Publications/Publications.aspx>
- ACRP Report 77: *Guidebook for Developing General Aviation Airport Business Plans*
<http://www.trb.org/Publications/Publications.aspx>

Things to Think About

- Additional planning documents and policies to consider during the development of a business plan include:
 - Airport Layout Plans
 - Florida Aviation System Plan (FASP)
 - Local Government Comprehensive Plans
 - Compliance with Chapter 333, Florida Statutes
 - Compliance with Rule 14-60, Florida Administrative Code
 - Community Redevelopment Agencies' Redevelopment Plans
 - Long Range Transportation Plans
- Business plans can be developed as demand-based plans, with strategies for the short-, intermediate-, and long-term planning horizons. When activity levels begin to reach or exceed the level of one of the planning horizons, the process can begin to consider the next planning horizon level of demand. This provides a level of flexibility with the master plan, as the development program can be accelerated or slowed to meet demand. A demand-based plan does not specifically require implementation of any of the

demand-based improvements. Instead, it is envisioned that implementation would be examined against demand levels prior to implementation.

- When a master plan is several years old, a business plan can act as a basis for reviewing and developing recommendations for revising the master plan CIP, adjusting the schedule of improvement to reflect changes that may have been unforeseen at the time the master plan was prepared, or reflecting available funding that may trigger the need to realign project timing.

BMP #5: Improve Airport Operations and Management

The primary goal of developing an airport business plan is to assist the airport in becoming more financially self-sufficient. While there is no one way to accomplish this, there are numerous resources to assist the airport manager/staff in facilitating the financial self-sufficiency of the airport. Some examples include consideration of third party revenue sources to support development needs; taking advantage of energy efficiency opportunities to reduce cost; providing cost effective maintenance activities that result in a reduction major repair needs; defining opportunities for revenue generation from better management of airport facilities/resources; monitoring and benchmarking airport rates to identify potential enhancements to revenues; investigating new roles or services that can be provided to airport customers where revenues would exceed cost; and cross training of airport staff to increase the capabilities of current staff to fulfill roles outside their typical focus with an attendant increase in efficiency. Additionally, the management staff should look for opportunities for the interim use of existing un-developed property that will generate added revenue up until the time the property is required for an aviation use. Some airports have been quite adept at securing airport and other equipment at a very low cost as a part of the federal surplus program. Generally understanding the current conditions and opportunities available to an airport can be a great benefit and can provide the airport additional funding and revenue options to pursue.

References

When evaluating day-to-day operations and airport management, please refer to the following resources (<http://www.dot.state.fl.us/aviation/flpub.shtm>):

- *Guidebook for Airport Master Planning*
- *Florida Public Airport Revenue Use Guide*
- *Florida Statewide Economic Impact Study*
- *Florida Aviation Project Handbook*
- *Guidelines for Determining Market Value and Market Rent of Airport Property*
- *Florida Public Airport Revenue Use Guide*

Additionally, the following resources may be beneficial to evaluate the day-to-day operations at the airport:

- ACRP Report 16: *Guidebook for Managing Small Airports*
<http://www.trb.org/Publications/Publications.aspx>
- ACRP Report 20: *Strategic Planning in the Airport Industry*
<http://www.trb.org/Publications/Publications.aspx>
- ACRP Report 87: *Procuring and Managing Professional Services for Airports*
<http://www.trb.org/Publications/Publications.aspx>

Things to Think About

- For airports without an aviation professional in a management position (i.e., utilize existing non-aviation municipal staff and/or volunteer managers), hire or contract with an individual or firm to oversee the day-to-day operations of the airport
 - When this is not financially feasible, contract with a professional firm to promote, attract, and retain businesses
 - ❖ This can be accomplished through a for-profit entity who receives a portion of the lease and other revenues
- When feasible and warranted, consider creating an airport authority to oversee the management of the airport, including provisions for entering into legal contracts and leases, and making rules and regulations for the use, operation, and control of the airport
- Consider opportunities for the development of interim uses and/or non-traditional sources of revenue
- Develop an asset management system, including an enterprise risk model to prioritize capital improvements
- Develop a key performance indicator relating costs of maintenance and repair to the average age of airport assets
- Complete the development of information systems to provide financial and management reports that will help support management decisions for efficient operation
- Identify potential needs and revenues for aircraft parking and storage
- Negotiate annual service agreements and expiring lease agreements to reduce annual costs and to meet existing challenges and opportunities

BMP #6: Increase Local Support

Local support of an airport comes from three primary sources: the local government, the economic development council (EDC), and the general public. The success of an airport can be largely based on the existence of a cooperative and functional relationship between the airport manager and staff and the local government entity representatives. Additionally, EDCs play a large role in attracting prospective business to an area, including potential lessees of airport-owned lands. Coordination with the local government and the EDC can assist the airport in developing a business plan that promotes the overall business goals of the community, while also facilitating development of land use compatibility and creation of jobs and economic value within the community.

With regard to the public, including adjacent property owners, developing a business plan that can be used as a tool to promote the public's understanding of the role that an airport plays in the community can aid in generating greater acceptance of an airport's master plan, an important aspect of the overall business planning process. Though there is no guaranteed way to increase local support for the airport, providing residents and businesses with facts on the economic benefits that general aviation airports provide is a great way to increase local support for the airport and its master plan. In addition to the economic value the airport may generate, there are other benefits that are seldom considered by the general public. In the massive wildfires in 1998, several Florida general aviation airports served as operational bases for both fixed wing fire suppression tankers and rotorcraft that were instrumental in fighting the fires and protecting people and property. Airports are key assets in times of other natural disasters, serving as relief distribution centers and focal points for the transport of injured residents.

Finally, let the public know of flight activities, such as those provided by members of the Air Charity Network who provide free air transportation to citizens who are financially distressed or otherwise unable to travel on public transportation. The members of this group coordinate missions to fly organ transplant candidates, people involved in clinical trials, chemotherapy or other repetitive treatment, victims of abuse seeking relocation, families receiving help from Ronald McDonald Houses, Shriners Hospitals, and many other charities. This helps to drive home the idea that the airport has value to people they may know who are not pilots, but received a direct benefit from the airport.

Developing and incorporating a user/stakeholder involvement process can also be beneficial in securing additional support for the business plan. Utilizing a strong public participation process during development of the business plan can reduce resistance and misunderstanding of the airport and its mission as the implementation phases of a business plan or master plan commence. Coordinating with the local government early in the process and identifying how an airport can work with the local government to gain support for airport business plan development are equally as important as an effective public outreach program.

References

When developing a public support strategy, please refer to the following resources:

- *Guidebook for Airport Master Planning* (public participation section)
<http://www.dot.state.fl.us/aviation/flpub.shtm>
- *Florida Statewide Economic Impact Study*
<http://www.dot.state.fl.us/aviation/flpub.shtm>
- *FDOT Public Involvement Opportunities*
<http://www2.dot.state.fl.us/proceduraldocuments/procedures/proceduresbytitle.asp?index=a&type=policy%20statement&rCount=all>

Things to Think About

- Develop an outreach program to local schools (all ages) and technical colleges
- Let the community know the importance and value of the airport by publicizing when it serves in a humanitarian mission such as when a local resident relies on a Mercy Flight operation, the airport is used in a disaster response, or if the airport also serves local law enforcement
- Develop a neighborhood information network with surrounding neighborhoods or homeowners associations, as appropriate
- Monitor and participate in community planning efforts and development review for properties in the area surrounding the airport
- Attend and participate in local events
- Interact with local chambers of commerce, the Lions Club, the Kiwanis Club, or similar groups to spread the message
- Provide local officials and the elected governing body with updates on airport business and finances
- Provide local, regional, and statewide EDCs with information related to the airport
- Provide open house events at the airport on a quarterly or other regular basis
- Invite adjacent property owners to serve on an airport advisory board

- Create a single point of contact for all residents, tenants, and interested groups wishing to contact the airport

BMP #7: Improve Implementation of the Business Plan

The implementation of a business plan is completed using a variety of methods (action plan, marketing, funding, and performance measures), most notably the action plan. The implementation of a business plan will inevitably be different for every airport. To make the action plan more useful, the components should be developed as realistically as possible; appropriate staff and resources must be available and dedicated to accomplishing the objectives of the business plan. Equally as important is a clear understanding of how the funding and implementation are related, which will help create a more implementable business plan. A key component is to establish a realistic schedule for the implementation of the development proposed in the plan, particularly the short-term capital improvement program(s).

References

When completing this section, please refer to the following resources:

- ACRP Report 77: *Guidebook for Developing General Aviation Airport Business Plans*
<http://www.trb.org/Publications/Publications.aspx>

Things to Think About

- Determine what actions are necessary for an objective to be accomplished
 - Determine if action items are dependent or independent of other projects
- Determine who on the project team or identified outside resource will be responsible for specific objectives
- Set specific performance targets associated with the implementation of the plan
- Monitor and evaluate the implementation process and update the plan periodically to address the impact of changes in demand or facilities, or to re-align funding of proposed projects
- Determine what resources are needed for the objective to be achieved
- Determine when the objective needs to be concluded
- Begin tracking and summarizing all costs (security costs, vehicle fuel usage, utilities, etc.) to assist with management decisions
- Categorize projects based on whether they are ongoing, committed, or planned, and include time frames for implementation
- Identify which sector, if designated, each component addresses, such as general aviation, commercial aviation (if present), property management/development, marketing, and financial management
- Recognize the airport as a key municipal asset and recognize general aviation activities for sustainable economic growth
- Enhance communication of the business plan and its goals by providing quarterly updates of the various action plan elements including status, change in project scope, timeframe, etc.

BMP #8: Develop Compatible Land Uses at Airports

Throughout the development of this *Guidebook*, stakeholders noted the importance of identifying land uses that were compatible with state and federal regulations and the local community. This compatibility is not solely related to the requirements of Chapter 333 of the Florida Statutes, but also to the desires and character of an area. For example, New Smyrna Beach has identified numerous development ideas for properties surrounding the airport, including aviation-related industries (i.e., flight schools, aircraft maintenance and repair, aircraft storage, etc.), possible hospitality, commercial marine, ecotourism, arts, and art tourism. Determining allowable land uses surrounding the airport, as well as leases that are consistent with the nature of the area/community, will help the airport in its efforts at minimizing the potential for noise issues, and when developing around airport property.

References

When assessing land use compatibility, please refer to the following resources:

- *Airport Compatible Land Use Guidebook*
<http://www.dot.state.fl.us/aviation/flpub.shtm>
- *Chapter 333, Florida Statutes – Airport Zoning*
<http://www.dot.state.fl.us/aviation/flpub.shtm>
- *Chapter 14-60, Florida Administrative Code – Airport Licensing, Registration, and Airport Protection*
<http://www.dot.state.fl.us/aviation/flpub.shtm>

Things to Think About

- Identify economic development opportunities that represent the highest and best use, and are compatible with current airport operations and the overall economic objectives of the area
 - Minimize or eliminate non-aeronautical uses where adjacent to runways
- Perform an assessment of land surrounding the airport, including current infrastructure and needed improvements, to identify economic development potential that is compatible with both the airport and complementary to the existing economic base and objectives of the local government
- Monitor and participate in community planning efforts and the development review process for properties in the areas surrounding the airport

BMP #9: Project Funding Sources and Strategies

Though developing an airport business plan is not required by state or federal regulations, projects that are identified as part of the business planning process may be eligible for funding through FDOT or the FAA. In order to be eligible for FAA or FDOT funding, recommendations must be entered into the Capital Improvement Program (CIP). FDOT provides numerous grants and funding options that are available for airports to utilize. Funding may also be available from the local government or regional MPO. When developing a business plan, the project team should identify the funding options that are available for the projects that have been identified in their business plan and master plan. The business plan also needs to consider sources of financial support outside of the traditional state and federal

aviation funds. This may include such approaches as Public Private Partnerships to pay for facilities that may not be a priority for government sources. Additionally, other grant sources can sometimes be tapped to address infrastructure needs while monitoring opportunities for private foundation grants or serving as a test-bed facility. For example, the use of Kendall-Tamiami Airport as a test site for Navigational Aids can also be of considerable benefit.

References

For more information on grants and other funding mechanisms and strategies, please refer to the following resources provided by FDOT:

- *Florida Aviation Project Handbook*
<http://www.dot.state.fl.us/aviation/flpub.shtm>
- *Florida Aviation Project Handbook Primer*
<http://www.dot.state.fl.us/aviation/flpub.shtm>

Things to Think About

- Public-Private Partnerships (PPP) have the potential to play a meaningful role in developing land and facilities. In PPP arrangements, third-party developers bring private sources of capital to the funding of airport development projects. Such financing can be advantageous to an airport sponsor by:
 - Preserving the sponsor's bonding capacity for other public-use facilities
 - Offering specialized knowledge and professional management in property development, facility planning, and facility leasing
 - Avoiding the coverage and reserve requirements of traditional airport revenue bonds
- Develop funding sources that are consistent with funding sources identified in the airport master plan

Best Management Practices Summary

All of the resources listed above as well as throughout this *Guidebook* are listed below:

Federal Aviation Administration Resources

- FAA Airport Compliance Manual, Order 5190-6B_
http://www.faa.gov/airports/resources/publications/orders/compliance_5190_6/
- General Aviation Airports: A National Asset
http://www.faa.gov/airports/planning_capacity/ga_study/
- Asset 2: In-Depth Review of the 497 Unclassified Airports -
http://www.faa.gov/airports/planning_capacity/ga_study/

Florida Department of Transportation Resources

<http://www.dot.state.fl.us/aviation/flpub.shtm>

- Air Cargo System Plan Updates
- Florida Air Cargo Executive Summary Brochure
- Guidelines for Determining Market Value and Market Rent of Airport Property
- Florida Public Airport Revenue Use Guide
- Guidebook for Airport Master Planning
- Florida Public Airport Revenue Use Guide
- Florida Statewide Economic Impact Study
- Florida Aviation Project Handbook
- Airport Compatible Land Use Guidebook
- FDOT Public Involvement Opportunities -
<http://www2.dot.state.fl.us/proceduraldocuments/procedures/proceduresbytitle.asp?index=a&type=policy%20statement&rCount=all>
- Florida Aviation System Plan (FASP)
- 2060 Florida Transportation Plan
- Chapter 333, Florida Statutes – Airport Zoning
- Chapter 14-60, Florida Administrative Code – Airport Licensing, Registration, and Airport Protection

Airport Cooperative Research Program Resources

<http://www.trb.org/Publications/Publications.aspx>

- ACRP Report 16: Guidebook for Managing Small Airports
- ACRP Report 20: Strategic Planning in the Airport Industry
- ACRP Report 47: Guidebook for Developing and Leasing Airport Property
- ACRP Report 77: Guidebook for Developing General Aviation Airport Business Plans
- ACRP Report 87: Procuring and Managing Professional Services for Airports

Airport Business Plans

(For the most current business plans, please contact the respective airport manager)

- Marion County Airport Business Plan
- Hillsborough County Aviation Authority Strategic Business Plan
- Fort Lauderdale Executive Airport Strategic Business Plan
- Renton Municipal Airport Business Plan
- St. Pete-Clearwater International Airport Strategic Plan
- Belle Glade Municipal Airport Strategic Business Plan
- Lone Star Executive Airport Strategic Business Plan

Appendices

Appendix A – TAC Presentation Meeting PowerPoints

Appendix B – Stakeholder Interview Summaries and Questionnaire

Appendix C – Codified Charter for Sebring Airport Authority

Appendix D – Sample Request for Qualification (RFQ) for the Development of an Airport Business Plan

Appendix E – Lease Agreement Policy for Fernandina Beach Municipal Airport

Appendix F – FAA Presentation – Airport Leasing 101: A Guide for Florida Airports

Appendix G – St. Pete-Clearwater International Airport Fiscal Year 2014 Strategic Plan

Appendix A

TAC Presentation Meeting PowerPoints

General Aviation Airport Business Plan Guidebook

TAC Meeting #1



Project Purpose

- Develop a General Aviation Business Plan Guidebook:
 - To be a resource for business plan development in Florida for those developing or updating a business plan
 - To educate and informing all parties of the business planning process



Project Schedule

- CFASPP Regional Meetings (Round 1) – *Completed*
- Stakeholder Interviews – *Completed*
- Technical Advisory Committee – *Ongoing*
- Project Development – *Ongoing through December 2013*
- Final Guidebook; FAC and CFASPP Meetings – *Spring 2014*



Role of the TAC

- Review and provide comments on draft documents
- Attend two additional online webinars
- Assist in distributing information to your CFASPP region throughout the development of the Guidebook



Data Collection and Analysis

- Reviewed and summarized related documents:
 - ACRP Reports 77, 16, and 20
 - Guidelines for Determining Market Value and Market Rent
 - Florida Air Cargo System Plan
 - Florida Aviation Economic Impact Study
- Existing business plans
 - Marion County Airport, FL
 - Hillsborough County Aviation Authority, FL
 - St. Pete-Clearwater International, FL
 - Fort Lauderdale Executive Airport, FL
 - Erie Municipal Airport, CO



Comments from Stakeholders and CFASPP

- During the development of a business plan:
 - Coordinate with local economic development councils and governments
 - Take inventory of existing available land and what could be allowed there
 - Tie into other plans, including other local development plans and comprehensive plans
 - Involve residents, tenants, staff, etc.



Comments from Stakeholders and CFASPP

- Difficulties with developing business plans:
 - Conflicts between local government general funds and airport enterprise funds
 - Conflicts with airport revenues and diversion of revenue
 - Lack of infrastructure to attract business
 - Lack of staff, time, and resources
 - Limited funds that are tied to municipal budget
 - Airports need to be treated like businesses



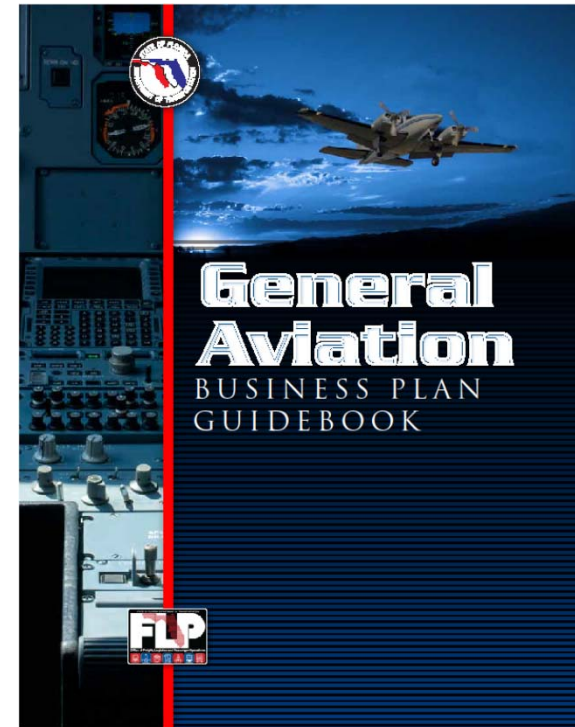
Contents of the Guidebook

- Purpose and Benefits of a Business Plan
- Business Plan Development Resources
- Key Steps for Business Development
- Identification of Available Business Plan Resources
- Public Outreach
- The Development Process
- Implementation of the Business Plan
- Integration of the Business Plan
- Maintenance of the Business Plan
- Best Management Practices for Business Planning
- Components of Business Plans



Next TAC Meeting

- TAC meeting 2 – 4th quarter 2013
 - Provide draft guidebook components
 - TAC review and comment



Questions?





Florida Department of
TRANSPORTATION

General Aviation Airport Business Plan Guidebook



Acknowledgements

- On behalf of FDOT, thank you for participating on the Technical Advisory Committee for the development of this Guidebook!



Guidebook Components

- Introduction to the Guidebook (Pages 1-5)
- General Aviation Airport Business Plans (Pages 6-11)
- Guidebook Development (Pages 12-44)
- General Aviation Airport Business Planning (Pages 45-111)
- Conclusion (Pages 112-114)
- Best Management Practices (Pages 115-126)



Introduction to the Guidebook

- Purpose of the General Aviation Airport Business Plan Guidebook
- Methodology
- Outreach
 - Technical Advisory Committee
 - Stakeholders
 - CFASPP meetings



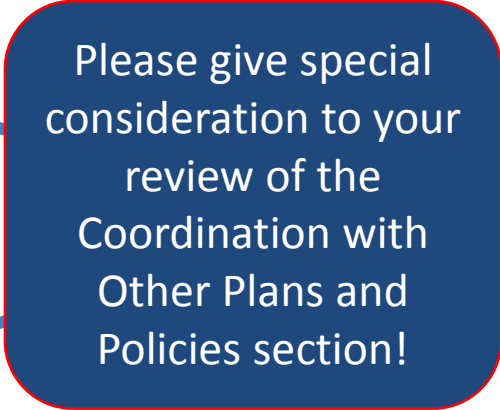
General Aviation Airport Business Plans

- What is a general aviation airport business plan?
 - Which general aviation airports should develop a business plan?
 - Guidebook components and structure



Guidebook Development

- Identification of business plan resource documents
 - Research documents
 - FDOT and FAA documents
 - Existing business plans
- Coordination with other plans and policies
 - Master plans
 - Airport layout plans
 - Florida Aviation System Plan
 - Local government comprehensive plans
 - Chapter 333, F.S.
 - Rule 14-60, F.A.C.
 - Long range transportation plans
- Governmental and organizational considerations
 - Local government airport
 - Airport authority airports



Please give special consideration to your review of the Coordination with Other Plans and Policies section!



General Aviation Airport Business Planning

- Analysis
 - Development of project team
 - Existing conditions
 - Mission, vision, and values
- Business plan development
 - Airport position
 - Strengths, weaknesses, opportunities, and threats analysis
 - Goals and objectives
- Implementation
 - Actions plan
 - Marketing
 - Updates
 - Performance measures

Please give special consideration to your review of the Business Plan Development section!



Best Management Practices

- Support statewide freight and logistics
- Establish fair market value for non-aviation related properties
- Strengthen lease capabilities
- Be consistent with the airport master plan and related planning documents
- Improve airport operations and management
- Increase local support
- Develop compatible land uses at airports
- Project funding sources and strategies



What We Need

- Thorough review of the Guidebook
- Comments by May 16, 2014
 - Please email us with any questions during your review



Next Steps

- Comments provided by the Technical Advisory Committee will be addressed
- Draft submittal to FDOT for review
- Submit final Guidebook to FDOT in June 2014
- Present Guidebook at CFASPP round 3 (September 16, 2014 – October 2, 2014)



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Appendix B

Stakeholder Interview Summaries and Questionnaire

Stakeholder: Bill Johnson – Florida Airports Council

Date: May 20, 2013

The Florida Airports Council (FAC) has received considerable information regarding local governments “shifting” (taking) airport revenues and using them to supplement the general fund (i.e., revenue diversion). FAC representatives know airport directors/managers oppose this practice and have attempted to retain all of the revenue they generate and get fired for it. Though difficult to do, designing a system that would limit or eliminate revenue diversion from occurring would be beneficial.

Based on information provided by FAC representatives, coordination with the local or regional economic development council (EDC) is one way that airports can attract business. Often times when businesses are looking to moving to a new area, they will contact the local EDC to provide them with information on locating in the area. If the EDC is unaware of the availability for development at the airport then an opportunity could be lost by a simple lack of communication. Additionally, coordination with Enterprise Florida presents another source to distribute airport information. The FAC representative also noted that when developing a business plan, the airport or airport entity should coordinate with the Chamber of Commerce, Visitors Bureau, etc.

It was stated that general aviation airports are a business, but local governments typically do not treat them like that. Many local governments view airports as a “waste of money”, which often limits the airports growth potential. Airports become caught in a situation where they have limited to no funds to properly market the airport, and also have limited revenue streams because they cannot attract business(es) which would provide additional revenues to the airport.

It was noted that any of the airports are enterprise funds; therefore they are not able to grow because of how the government treats them. A section specifically on enterprise funds and the different regulations that they include may want to be researched.

Many airports in Florida are located in areas that are considered rural areas of critical economic concern (RACEC). There are opportunities and resources available for these airports to bring activity(s) to the airport. Additionally, highlighting the rural nature and attracting rural development may want to be reviewed as an aspect of this guidebook.

One of the primary deterrents to the development of a business plan is that airports are often staffed by employees that are also responsible for other jobs, therefore they do not have the time or resources to complete a plan. Similarly, they do not have the funding to hire a consultant. Many times at these airports, the manager is trying to maintain the status quo. One example that was given was from Levy County. There, one person was attempting to serve as the economic development director and marketing director at the Williston Municipal Airport. Because this individual was so busy, he did not have time to dedicate to develop a proper business plan.

The most important aspect of marketing an airport is for an airport to take stock of the available land at an airport and what that land could potentially be used for. Marketing an airport to a specific set of businesses or individuals is the most effective way to promote an airport. This information can also be provided to the EDC for distribution.

It was also noted, airports that are managed by an FBO have different issues because they manage the airport to try to get the best results for themselves and not necessarily the airport. When multiple FBOs run (manage) an airport, they sometimes want to get results that are the worst for the other FBOs. In both instances an airport is in a situation that is not ideal.

Stakeholder: Chris Rozansky, Airport Manager, Venice Municipal Airport

Date: May 20, 2013

Aeronautical tenants at Venice Municipal include: three maintenance facilities, non-profit flight school, 178 tie down spots, and a 6,000 sq/ft box hangar

Non-Aeronautical Tenants include; 27 hole golf course, 185 lot mobile home park, two restaurants, trapeze academy, condo with 100 year land lease – low income/senior housing, festival grounds, Sheriff's office, and T-Hangars (Swift Group).

The airport manager noted that the City of Venice has a City Marketing Coordinator that markets the city as a whole. The marketing coordinator will mention that there is an airport, but there is no one marketing available land at the airport.

The airport manager has avoided marketing to avoid new business because they already make enough money. However, as the situation changes at the airport additional marketing may become necessary. The airport will soon be losing a property that has been a very steady source of income for them. This presents a good opportunity to make the public aware of airport issues and the effect that the airport has on the community. Internally, the airport is developing a plan of ideal development for the airport.

As part of the guidebook there needs to be a section or recommendation on how to get non-airport entities to pay for horizontal infrastructure, and guidelines for who will pay if a development does not generate any revenue.

One problem in Venice is that there is little acceptance of new development, old board members continuously tried to downgrade the classification of the airport, which would have severely limited growth. They think of Venice as their retirement community and don't want things to change.

There are numerous conflicts between politics/general funds and the prevention of diversion of revenue.

There is a noted lack of professional staff at many airports, including Venice. They often time run into the issue of the sins of the past coming back to haunt them. That is why airports need a real, full time manager to guide growth at the airport.

There was a noted lack of grant funds directed for horizontal infrastructure; though this was noted to be district related, as District 3 sees a lot of funding for such projects.

Profits at the airport mostly come from land/hangar rent and fuel flowage, though there are additional sources that provide a moderate income.

Prices for properties are done differently depending on whether or not the property is used for aeronautical or non-aeronautical uses. Non-aeronautical properties are valued during an appraisal process and aeronautical uses follow a market rate analysis.

The goal of a business plan is for it to be a long range vision for what type of business/activities fit into the community and specific airport, and should answer the following questions:

- What is the community vision?
- What development fits that vision?
- How do we attract said businesses?
- How will current and future demographics challenge our development goals?
- What service is being provided to public?

Business plan development at all airports will be different depending on what the airport is trying to accomplish. Therefore there could be many different ways to gauge the success of an airport business plan. Examples include: revenues, leases, acres developed, jobs, operations, and fuel sold.

A business plan should not be reviewed on the same time frame as a master plan. Some benchmarks will need to be reviewed and updated yearly. Some will need to be updated every three to five years to consider re-visioning.

Master plans, airport layout plans, drainage plans, comprehensive plans, and security plans should all be incorporated in the business planning process.

They are very complimentary to each other. What is planned for will determine where the airport goes, and adding a business plan will determine who is paying and how they are paying.

During the implementation phase of the business plan, the airport will lead the implementation, but will have considerable input from the City/County.

The Guidebook should provide information on business planning resources that are available from both state and federal levels. (SBA, E-Florida) Additionally, information on what are GA facilities should do when properties are reverting on their leases, how will this transition happen? Leased facilities are often left in poor condition.

All airports should complete a business plan.

Airports should market what suits their best interest and strength. If an airport can market tourism, then it should tell the story of how the airport helps business and the city through tourism. May airports in Florida can also market themselves as an emergency use facility.

The goal of the business planning effort should be to have the non-aeronautical uses of an airport account for around 50 percent of the revenues of the airport. Because the aviation community is going through a large swing (aging fleets, increasing fuels prices, restrictions, and an aging pilot population) a diversified portfolio is a must for an airport to remain viable. One way to accomplish this is to work with the EDC to distribute information on the types of land that are available for development at the airport.

Stakeholder: Rebecca Henry, FAA

Date: September 26, 2013

The FAA cannot fund a stand a-alone business plan, but could fund one if it were being developed as part of an airport master plan (airport would have to request funds for the business plan and there may be limitations especially depending on how much money is requested).

The FAA cannot approve projects that have an economic development justification (solely) through an airport master plan or discretionary grant applications. Projects funded by the FAA must benefit the aviation system.

A big concern for airports is the fair market value for non-aeronautical leases. The FAA believes that these should be based on local conditions and similar properties in the community, regardless of whether they are located on airport property or not. Also, airports don't have to use airports that have similar facilities, as not all airports are alike, and the other airport may not be totally in compliance

Revenue diversion is also a concern whether it is direct dollars being reallocated or the use of a property by a city or county for non-airport functions. If the city/county is providing an in-kind service, the use of airport property is no problem (i.e., Police Department is located on airport but the PD performs daily security checks and responds to issues at the airport), but if the use does not benefit the airport it is a problem.

Stakeholder: James Wikstrom and Allison Delizia, FDOT – District 5

Date: May 28, 2013

FDOT – District 5, like all Districts, is heavily involved in the development, maintenance and long term viability of the State's airports, including General Aviation Airports. Based on their responsibilities and involvement with all airports within their District, the standardized questionnaire was modified to suit their specific interests.

In general, the District believes the users at airports include the general public, fixed base operator(s), airport staff, city/county staff and tenants (aviation and non-aviation). In addition, most airports' business development is handled through the respective city, county, and/or in cooperation with the local economic development commission (EDC). However, one challenge is they do not believe there is a great deal of marketing that occurs for the respective airports.

Challenges for generating revenues (outside of state and federal funds) include obtaining funding from the respective city/county government, increased competition in both hangar rental fees and fuel sales, and in some cases, local government incentives are provided without the airport/airport staff's knowledge or involvement.

Based on the District Representative's information, fair market values at airports are established through appraisals or set by the local municipality. The Joint Participation Agreement (JPA) process requires fair market prices; however, this is not always followed.

The District Representatives were not aware of any current business plans prepared by airports. They did note Kissimmee had undertaken a plan; however, it is now outdated. Some airports may include a component of a business plan and/or strategic plan within their Airport Master Plan; however, this is typically a small component.

The District Representatives noted an additional challenge to the process and implementation is the local EDC may not understand the airport, services/facilities or its needs.

The business planning process should include airport staff/management as well as the local EDC; FDOT should not be a participant due to their review and assistance status (does not direct what goes on at the airport). A business plan should include goals that are consistent with the AMP and the airport's vision. Businesses and business development should target those uses that "fit" the airport (i.e., context sensitive, ideally situated for the type of use). Performance measures should include goals relating to overall dollars/revenues as they relate to goals, jobs creation and occupancy rates.

The District Representatives did recommend that the time frame for review and update should depend on the size and activity at the airport. A comprehensive review should be undertaken every 3-6 months, implementation components reviewed on a more regular (short-term) basis) and goals/measures should be adjusted accordingly.

Recommended components of a business plan include:

- Goals/vision for the airport
- Business development
- Address local issues/community needs
- Outline desired activities
- Infrastructure available/needed to serve businesses/growth of businesses) for both on and off-airport properties.

They recommended all airports undertake some level of business planning and similar to the review period(s) previously noted, the level and complexity of the plan should be based on the airport and activity. For smaller, less active airports, the business plan could be a component of the AMP whereas larger airports may have a standalone business plan.

To promote economic activity at an airport, the District Representatives recommended the following items:

1. Host air shows/aviation days to increase community awareness and buy-in of the airport.
2. Increased information and discussions with the EDC (community profile, assets, etc.).

BMPs and/or positive business practices FDOT – District 5 noted include:

1. Flagler County – proactive marketing of the airport and lands adjacent to the airport/available including by County staff. The airport/county have the right mix of staff and county support, and also understand what is the “right fit for the airport”.
2. Melbourne – proactive marketing of maintenance, repair and overhaul (MRO) facilities - *Embraer*

Stakeholder: Rhonda Walker, Airport Manager, New Smyrna Beach Municipal Airport/City of New Smyrna Beach

Date: June 18, 2013

Additional Attendees: Khalid Resheidat (Assistant City Manager), Tony Otte (CRA Director/Economic Development Director).

New Smyrna Beach Municipal Airport/Jack Bolt Field, is a municipally owned/operated general aviation airport located in southeast Volusia County. Based on the Airport IQ 5010 Airport Master Records and Reports, EVB had approximately 130,986 total aviation operations (period ending 04/14/2011). The airport is served by three (3) runways, the longest 07/25 is 5,000' in length, and an air traffic control tower (ATCT).

The users of the airport include two (2) Fixed Base Operators (FBOs), two (2) flight schools, multiple civic organizations (Garden Club, VFW, Lions, Boy Scouts), municipal services (Police Department – headquarters and training facilities, Public Works, City sports complex) as well as numerous on/thru the fence aviation and non-aviation businesses. Adjacent to/located on a portion of the airport is one of the City's business and industrial parks (Airway Circle). EVB currently has an active Airport Advisory Board which serves as a recommending body to the City Manager/City Council. The airport is included as a formal component of the Mayor's Economic Development Plan. In addition, the airport is identified as a Brownfield site and is currently proposed for inclusion in the City's US 1 Community Redevelopment Area (estimated delegation and formation 12/2013)

While the airport does not have a formal marketing plan or incentives plan, the City through the Economic Development office has some standard incentive packages including but not limited to deferral of impact fees and fee assistance. In addition, the airport is designated as a Brownfield site which can qualify businesses for certain state and federal incentives. Additional, non-standard incentives offered by the airport include reduced rental rates (based on rehabilitation of airport buildings and facilities), relocation from other areas (outside of the airport property) and ad hoc incentives which may be proposed by a potential occupant/airport and require approval through the Airport Advisory Board and the City Commission. These incentives are generally informal and not structured or formalized through a City ordinance, resolution or similar mechanism.

Challenges for developing industrial and business development sites at the airport are due in part to a lack of infrastructure (i.e., developable land, code-compliant buildings and structures, etc.). Future development and expansion plans for the airport including taxi-ways, runway, roads are included in the Airport Master Plan.

In addition to state and federal funding, the airport receives funds through fuel sales (self-serve), fuel surcharge (fuel provided by the FBOs), land and building leases, and hangar rentals (corporate and t-hangars). Land and building leases are generally determined using fair-market value appraisals; however, the airport noted concerns with the appraisals based on (1) local appraisers may not have expertise in airports/airport related matters but are generally less expensive and (2) national, aviation experienced firms are typically too expensive. In addition, when attempting to compare local rates with other airports, the airports are generally less open to sharing information.

The airport has not undertaken a formal business and strategic plan due to lack of staff (formally the airport manager was not a full-time position (it was formerly a responsibility of the deputy director of public works), was not required similar to the GA Airport Security Plan, the City did not have an economic development board, and the airport was not a high priority of previous administrations. The

current administration has changed this and understands the importance of the airport as a vital component of the City's overall economic development plan.

If the airport undertook a plan, they would envision including the airport stakeholders in the process (airport businesses), City Manager/Staff, City Commission, Airport Advisory Board, Chamber of Commerce and Southeast Volusia Advertising. Goals of a business plan should include the promotion of more/expanded businesses and manufacturing (aviation and non-aviation) and the development of formal incentives process and procedures. Business plan metrics should include occupancy rates, job creation numbers, and overall revenues including fuel sales.

The City/Airport recommended annual reviews of the business plan with major review and update every five (5) years. The business plan should be consistent with/integrated with the City's Comprehensive Plan, Land Development Code, Airport Security Plan, Airport Master Plan and the City's Economic Development Plan.

Due to the cost(s) to prepare, the airport recommended the FAA provide funds for AMP's and FDOT provide funds to prepare a business plan. The airport also recommended that all airports that are required to prepare and submit a security plan should also prepare a business plan.

To promote economic activity within the City and region, the airport recommended the following items:

1. Runway extension – ability to handle larger aircraft (typically corporate)
2. More executive hangars and facilities to serve the larger, corporate aircraft
3. Development of business/parking facilities
4. Increased opportunities for freight operations.

The airport was not aware of any BMPs.

Stakeholder: Paula Raeburn, FABA

Date: July 8, 2013

The Consultant provided a list of questions to Paula Raeburn, Executive Director of the Florida Aviation Business Association (FABA), so they could ask entities that FABA works with what role(s) they play in the airport business planning process, if any. The following is a summary of the information received from FATA:

- Those questioned provided light sport aviation services.
- The airport where the tenant was located had an active business plan, strategic plan, and airport master plan. The airport held weekly meetings with managers and staff to promote communication and help promote the resources available at the airport.
- The respondent stated that all airports should complete a business plan, from small grass strips to commercial service airports.
- The respondent stated that airport tenants, aviation chapters, aviation schools, and the public that live around the airport should be involved in the business planning process.
- The ultimate goal of the business planning process should be to keep aviation viable. Promoting business at airports increases both the financial viability of an airport as well as draws attention to the aviation community.

Stakeholder: Andrew Magenheimer, Slack, Johnston, and Magenheimer, Inc.

Date: July 8, 2013

Airports typically find a need to acquire land, or dispose of land (surplus), or take the land to market (3rd party development). In each instance, the airport would likely hire an appraiser to value the land for the use. The airport might likely hire a relocation specialist to make sure the airport (and the appraiser) are following appropriate federal guidelines and insure the grant assurances have been met. The above is for the disposition of land, particularly non-aviation land. For aeronautical land, it is almost exclusively conveyed by lease and appraisers are hired to estimate market rent to insure the airport is receiving market value to again insure compliance with grant assurances to be as self-sustaining as possible.

General Aviation Airport Business Plan Guidebook

STAKEHOLDER SURVEY QUESTIONS

1	Interview Date:
2	Interview Team (KHA):
3	FDOT Staff Present: Yes / No (If Yes, list names)
4	CFASPP Staff Present: Yes/No (If Yes, list names)
5	Interview Start Time:
Stakeholder Information (to be completed by KHA)	
6	Name:
7	Address:
8	Phone number:
9	Email:
10	CFASPP Region: 1 2 3 4 5 6 7 8 9
11	FDOT District: 1 2 3 4 5 6 7
12	Airport/Agency Name:
13	Airport board or jurisdiction (if applicable):
a.	Airport Manager:
Airport Questions	
14	Who are the users and what services do they provide?
15	Does the Airport have a marketing or incentive program?
a.	If yes, who is in charge of these efforts?



General Aviation Airport Business Plan Guidebook

STAKEHOLDER

SURVEY QUESTIONS

16	What are challenges to generating revenues (outside of FDOT/local funds)?
a	In general, what are the various sources of revenues you receive?
17	How do you establish fair market values and market prices for services at your airport?

End of Airport Section

	Business Plan Questions
18	Do you know an airport that has a business plan, strategic plan or similar?
19	If your Airport has a business plan:
a	What were the lessons learned from the development of a business plan?



General Aviation Airport Business Plan Guidebook

STAKEHOLDER

SURVEY QUESTIONS

b	What were challenges to implementation?
c	How successful was the implementation?
d	What is involved in the business planning process?
e	What are the goals/expectations of a business plan?
f.	What type of performance measures were used for the business plan?
20	How often should the plan be reviewed or updated?



General Aviation Airport Business Plan Guidebook

STAKEHOLDER

SURVEY QUESTIONS

21	What other plans or planning processes are a part of or compatible with the business planning process? And how do you coordinate between them?
22	How do airport master plans and a business plan relate? Ideally, how should they relate?
a	Who will be implementing the business plan? Airport, local government..?
23	What aspects do you think should be part of development of the Guidebook? Marketing, business development..?
24	What size/kind of airport do you think should complete a business plan?



General Aviation Airport Business Plan Guidebook

STAKEHOLDER

SURVEY QUESTIONS

25	What could an airport/agency do to promote economic activity in the region? Increased freight, research park, solar facilities..?

End of Business Plan Section

	Conclusion
26	Is the Airport or Agency using or aware of any best management practices that could be used at other airports (example: marketing methods, joint use agreements with other agencies, etc.)?

End of Survey



Appendix C

Codified Charter for Sebring Airport Authority

Codified Charter

An act relating to the Sebring Airport Authority, Highlands County, Florida; codifying Chapter 67-2070, *Laws of Florida*, as amended by Chapters 82-382, 89-484, 91-415, 95-526 and 2001-332, *Laws of Florida*, into a single act, pursuant to §189.429, *Fla. Stat.* (2002), as follows:

An Act creating the Sebring Airport Authority; defining the powers and duties of said authority; granting to the Authority power to acquire, lease, construct, reconstruct, improve, extend, enlarge, equip, repair, maintain and operate airport and other facilities; providing for the issuance of bonds of the Authority, payable solely from funds provided therefor under the Act, to pay the cost of acquiring, constructing or reconstructing any facilities and the cost of improvements, extensions, enlargements and equipment; granting to the Authority power to acquire necessary real and personal property, and to exercise the power of eminent domain; providing for the imposition and collection of charges for the use of and for the services furnished by any such facilities; authorizing the City of Sebring to make grants and conveyances to the Authority; and prescribing the powers and duties of the Authority in connection with the foregoing and the rights and remedies of the holders of any bonds or revenue certificates issued under the provisions of this Act.

Be it Enacted by the Legislature of the State of Florida:

Section 1. This Act shall be known and may be cited as the “Sebring Airport Authority Act.”

Section 2. There is hereby created an authority to be known as the Sebring Airport Authority which shall be a body politic and corporate. The Sebring Airport Authority is hereby constituted a public instrumentality and the exercise of said Authority of the powers conferred by this Act shall be deemed and held to be the performance of essential governmental functions.

Section 3. (a) The Sebring Airport Authority shall exercise its powers and jurisdiction over the property now known as “Sebring Air Terminal” and/or “Sebring Industrial Air Park,” as follows:

The West Half (W1/2) of Section 4; All of Section 5, less and except that portion of the North Half (N1/2) lying West of the canal and the Railroad right-of-way spur; the Southeast Quarter (SE1/4) of the Southeast Quarter (SE1/4) of Section 6; All of Section 7, less and except that portion of the West Half (W1/2) lying northerly of State Road No. 623 and West of the canal; All of Section 8; the West Half (W1/2) of Section 9; and that part of Section 18 lying North and West of the airport access road, less and except the following land deeded to the Humane Society generally described as being a 10-acre tract lying adjacent to the westerly boundary of the

Hendricks Field access road and adjacent to and South of the north boundary of Section 18, Township 35 South, Range 30 East, more particularly described as follows: Commencing as a point of beginning at the intersection of the westerly boundary of Hendricks Field access road (said road being 100 feet in width, being 50 feet on either side of said center line) with the North boundary of Section 18, Township 35 South, Range 30 East, Highlands County, Florida, thence South 89°01'45" West along the North boundary of Section 18 a distance of 505.70 feet to a point, thence South 01°54'30" East a distance of 908.84 feet to a point, thence North 88°05'30" East a distance of 500.00 feet to a point on the westerly boundary of Hendricks Field access road, thence North 01°54'30" West along the westerly boundary of the Hendricks Field access road a distance of 718.68 feet to a point of curve, thence along a curve to the right having a radius of 2,914.79 feet an arc distance of 181.32 feet to the point of beginning.

All of the above described land lying in Township 35 South, Range 30 East, Highlands County, Florida.

All of that property now owned by the City of Sebring and known as Sebring Air Terminal shall be gratuitously transferred and conveyed to the Sebring Airport Authority, subject to any reservations or restrictions of record or existing leases, and subject to the restriction that none of said property may be sold at any time without the consent of the City of Sebring.

The Sebring Airport Authority shall also exercise its powers and jurisdiction over the following property, subject to the power and authority of the Spring Lake Improvement District, Spring Lake Property Association, Inc., county zoning and other restrictions:

All of Parcel C, SPRING LAKE VILLAGE IV, according to the plat thereof recorded in Plat Book 9, Page 75 of the Public Records of Highlands County.

(b) The Sebring Airport Authority is authorized to exercise its powers over properties in addition to the Sebring Regional Airport and Industrial Park so long as they are exercised pursuant to contracts with other governmental entities for the operation and supervision of other airports, airfields, and related facilities.

Section 4. The Sebring Airport Authority shall be governed by a board of seven (7) members, known as Sebring Airport Authority Board. The initial members of the said board shall be appointed by the City Council of the City of Sebring for staggered terms as follows: Two (2)

members to be appointed for a term to expire on the first Tuesday after the first Monday in January, 1968; two (2) members to be appointed for a term to expire on the first Tuesday after the first Monday in January, 1969; two (2) members to be appointed for a term to expire on the first Tuesday after the first Monday in January, 1970; and the other member to be appointed for a term to expire on the first Tuesday after the first Monday in January, 1971. At the expiration of each term a successor shall be appointed to fill such vacancies for a term of four (4) years. Vacancies in office shall be filled by appointment of said City Council for the remainder of the unexpired term. All such appointments after the initial ones provided for in this Act shall be selected by the City Council from a list containing at least twice as many nominees as vacancies. At least four (4) members of the board shall be qualified electors of the City of Sebring. Should the said City Council be unable by a majority vote to select a successor from the original list submitted to them by said board, the said board shall submit to said City Council an additional list containing at least twice as many nominees as vacancies. Upon the reconsideration, the City Council may select from the initial or replacement list. The original list shall be submitted to said City Council within ten (10) days from the expiration of the term of any member of said Authority, and within twenty (20) days from the resignation, death or removal for cause of any member of said Authority. During any vacancy or vacancies for any reason or reasons, the remaining members of said board shall constitute said board with full power and authority to act as though there was no vacancy in the membership of said board. Members shall receive such compensation for their services and reimbursement for verified travel and other expenses as shall be provided for by resolution of said board. Four (4) members shall constitute a quorum for meetings and an affirmative vote of a majority of the members present shall be necessary for any action taken by the Authority. There is hereby created an interim term commencing at the expiration of the term of each board member serving on July 1, 1989, and ending on the thirtieth day of April of the respective calendar year. Said interim term shall be filled by appointment by the City Council as herein provided. Successive four (4) year terms shall begin on the first day of May of the respective year.

Section 5. The Sebring Airport Authority shall select one (1) of its members as chairman of the Authority and another of its members to act as secretary of the Authority, both of whom to serve as such at the pleasure of the Authority, and the Authority may select such other members for such offices as it deems necessary.

Section 6. The Sebring Airport Authority is hereby authorized and empowered:

- (a) To adopt by-laws for the regulation of its affairs and the conduct of its business;
- (b) To adopt an official seal and alter the same at pleasure;
- (c) To maintain an office at such place or places as it may designate;

- (d) To sue and be sued in its own name, plead and be impleaded;
- (e) To acquire, lease as lessee or lessor, construct, reconstruct, improve, extend, enlarge, equip, repair, maintain and operate any airport and other industrial facilities (including tire and automobile testing and racing) which may be located on the property of the Authority. Nothing in this Act shall exempt the Sebring Airport Authority from the provisions of Chapter 333;
- (f) To issue bonds of the Authority, as hereinafter provided, to pay the cost of such acquisition, construction, reconstruction, improvement, extension, enlargement or equipment;
- (g) To issue refunding bonds of the Authority as hereinafter provided;
- (h) To fix and revise from time to time and to collect rates, fees and other charges for the use of or for the services and facilities furnished by any airport facilities;
- (i) To acquire in the name of the Authority by gift, purchase or the exercise of the right of eminent domain, in accordance with the laws of the State of Florida which may be applicable to the exercise of such powers by counties or municipalities, any lands or rights in land, and to acquire such personal property, as it may deem necessary in connection with the acquisition, construction, reconstruction, improvement, extension, enlargement or operation of any airport facilities, and to hold and dispose of all real and personal property under its control;
- (j) To make and enter into all contracts and agreements necessary or incidental to the performance of its duties and the execution of its powers under this Act, including a trust agreement or trust agreements securing any bonds issued hereunder, and to employ such consulting and other engineers, superintendents, managers, construction and financial experts, accountants and attorneys, and such employees and agents as may, in the judgment of the Authority, be deemed necessary, and to fix their compensation; provided, however, that all such expenses shall be payable solely from funds made available under the provisions of this Act;
- (k) To accept grants or money or materials or property of any kind for any airport or other facilities from any federal or state agency, political subdivision or other public body or from any private agency or individual, upon such terms and conditions as may be imposed;
- (l) To issue revenue certificates of the Authority as hereinafter provided;
- (m) To do all acts and things necessary or convenient to carry out the powers granted by this Act; and
- (n) To contract with other governmental entities to operate airports, airfields, and other related facilities and services, including providing all personnel, tools, equipment, supervision, and other materials and services required therefor.

Section 7. The City of Sebring, a municipal corporation under the laws of the State of Florida, acting through its duly elected City Council, is hereby authorized to make grants of money to the Sebring Airport Authority and to lease, lend, grant or convey to the Sebring Airport Authority, with or without consideration, real and personal property, or such sums of money for operating

expenses as may be deemed necessary by the said City for the use by the Authority for any of its corporate purposes; provided, however, that if the approval at an election by the freeholders, who are qualified electors of the City of Sebring, shall be required by the Constitution of the State, such election shall be called, noticed and conducted and the results thereof determined and declared, in the manner required by The Election Code of 1951, as amended.

Section 8. No contract for the construction, repair or alteration of any facility or part of the same, or the purchase of equipment, services, or supplies involving an expenditure of more than \$10,000.00, shall be awarded by the Authority unless the Authority advertises for sealed bids at least once a week for 2 consecutive weeks and such contract is awarded to the lowest responsible bidder. However, the Authority may reject all bids.

Section 9. The Sebring Airport Authority, as hereby created, is authorized and empowered to enter into contracts with any individuals, corporation, political subdivision or agency of the State of Florida, and the United States of America, and to enter into operating contracts and/or leases for facilities owned by said Airport Authority and any and all other contracts for furthering the business, operation and maintenance of said facilities as hereinbefore provided, including the right to lease any or all of such facilities and appurtenances to individual, corporations, or government entities. The Authority is further authorized to fix and revise from time to time rate, fees and other charges for the use of and for the services furnished or to be furnished by any facilities owned or operated by the Authority. Such rates, fees and charges shall be fixed and revised so that the revenues of the Authority, together with any other available funds, will be sufficient at all times (a) to pay the cost including salaries for maintaining, operating and repairing the airport facilities owned or operated by the Authority, including reserves for such purposes, and (b) to pay the principal or interest on all bonds or revenue certificates issued by the Authority under the provisions of this Act as the same shall become due and payable and to provide reserves therefor. Notwithstanding any of the foregoing provisions of this section, the Authority may enter into contracts relating to the use of or for the services furnished or to be furnished by any such facilities which shall not be subject to revision except in accordance with their terms.

Section 10. The Authority is hereby authorized to issue, at one time or from time to time, bonds or revenue certificates of the Authority for the purpose of paying the cost of acquiring, constructing, reconstructing, improving, extending, enlarging or equipping any of its facilities. The bonds of each issue shall be dated, shall mature at such time or times not exceeding forty (40) years from their date or dates and shall bear interest at such rate or rates as may be determined by the Authority, not exceeding the maximum rate of interest on bonds allowed by the State of Florida and may be made redeemable before maturity, at the option of the Authority, at such price or prices and

under such terms and conditions as may be fixed by the Authority prior to the issuance of the bonds. The Authority shall determine the form and the manner of execution of the bonds, including any interest to be attached thereto, and shall fix the denomination or denominations of the bonds and the place or places of payment of principal and interest, which may be at any bank or trust company within or without the State. In case any officer whose signature or a facsimile of whose signature shall appear on any bonds or coupons shall cease to be such officer before the delivery of such bonds, such signature or such facsimile shall nevertheless be valid and sufficient for all purposes, the same as if he had remained in office until such delivery. Notwithstanding any of the other provisions of this Act or any recitals in any bonds issued under the provisions of this Act, all such bonds shall be deemed to be negotiable instruments under the laws of this State. The bonds may be issued in coupon or registered form, or both, as the Authority may determine, and provisions may be made for the registration of any coupon bonds as to principal alone and also as to both principal and interest, and for the reconversion into coupon bonds of any bonds registered as to both principal and interest. The Authority may sell such bonds in such manner, either at public or private sale, and for such price as it may determine to be for the best interests of the Authority, but no such sale shall be made at a price so low as to require the payment of interest on the money received therefor at more than the maximum rate of interest on bonds allowed by the State of Florida, computed with relation to the absolute maturity or maturities of the bonds in accordance with standard tables of bond values, excluding, however, from such computation the amount of any premium to be paid on redemption of any bonds at more than the maximum rate of interest on bonds allowed by the State of Florida, computed with relation to the absolute maturity or maturities of the bonds in accordance with standard tables of bond values, excluding, however, from such computation the amount of any premium to be paid on redemption of any bonds prior to maturity.

The proceeds of the bonds of each issue shall be used solely for the purpose for which such bonds shall have been authorized and shall be disbursed in such manner and under such restrictions if any, as the Authority may provide in the resolution authorizing the issuance of such bonds or in the trust agreement hereinafter mentioned securing the same. Unless otherwise provided in the authorizing resolution or in the trust agreement securing such bonds, if the proceeds of such bonds, by error of estimates or otherwise, shall be less than such costs, additional bonds may in like manner be issued to provide the amount of such deficit and shall be deemed to be of the same issue and shall be entitled to payment from the same fund without preference or priority of the bonds first issued for the same purpose.

The resolution providing for the issuance of bonds, and any trust agreement securing such bonds, may also contain such limitations upon the issuance of additional bonds as the Authority may deem proper, and such additional bonds shall be issued under such restrictions and limitations as

may be prescribed by such resolution or trust agreement.

Prior to the preparation of definitive bonds, the Authority may, under like restrictions, issue interim receipts or temporary bonds, with or without coupons, exchangeable for definitive bonds when such bonds shall have been executed and are available for delivery. The Authority may also provide for the replacement of any bonds which shall become mutilated or be destroyed or lost.

Bonds may be issued under the provisions of this Act without obtaining the consent of any commission, board, bureau or agency of the State or of any political subdivision, and without any other proceedings or the happening of other conditions or things than those proceedings, conditions or things which are specifically required by this Act.

Bonds issued by the Authority under the provisions of this Act shall not be deemed to constitute a debt of the State or of any political subdivision thereof or a pledge of the faith and credit of the State or any such political subdivision, but such bonds shall be obligations of the Authority payable solely from the funds herein provided therefor, and a statement to that effect shall be recited on the face of the bonds.

The maximum rate of interest on bonds allowed by the State of Florida is determined pursuant to the provisions of s. 215.84, Florida Statutes.

Section 11. In the discretion of the Authority, each or any issue of bonds may be secured by a trust agreement by and between the Authority and a corporate trustee, which may be made by a trust company or bank having the powers of a trust company within or without the State. The resolution authorizing the issuance of the bonds or such trust agreement may pledge the revenues to be received from any airport facilities of the Authority but shall not convey or mortgage any such facilities, and may contain such provisions for protecting any enforcing the rights and remedies of the bondholders as may be reasonable and proper and not in violation of law, including covenants setting forth the duties of the Authority in relation to the acquisition, construction, reconstruction, improvement, maintenance, repair, operation and insurance of any such facilities, the fixing and revising of rates, fees and charges, and the custody, safeguarding and application of all monies, and for the employment of consulting engineers in connection with such acquisition, construction, reconstruction, or operation. It shall be lawful for any bank or trust company incorporated under the laws of the State which may act as depository of the proceeds of bonds or of revenues to furnish such indemnifying bonds, or to pledge such securities as may be required by the Authority. Such resolution or trust agreement may set forth the rights and remedies of the bondholders and of the trustee, if any, and may restrict the individual right of action by bondholders. Such resolution or

trust agreement may contain such other provisions in addition to the foregoing as the Authority may deem reasonable and proper for the security of the bondholders. The Authority may provide for the payment of the proceeds of the sale of the bonds and the revenues of any airport facilities to such officer, board or depository as it may designate for the custody thereof, and for the method of disbursement thereof, with such safeguards and restrictions as it may determine. All expenses incurred in carrying out the provisions of such resolution or trust agreement may be treated as a part of the cost of operation.

All pledges of revenues under the provisions of this Act shall be valid and binding from time to time when such pledges are made. All such revenues so pledged and thereafter received by the Authority shall immediately be subject to the lien of such pledges without any physical delivery thereof or further action, and the lien of such pledges shall be valid and binding as against all parties having claims of any kind in tort, contract or otherwise, against the Authority, irrespective of whether such parties have notice thereof.

Section 12. All monies received pursuant to the authority of this Act shall be deemed to be trust funds, to be held and applied solely as provided in this Act. The resolution authorizing the issuance of bonds or the trust agreement securing such bonds shall provide that any officer to whom, or bank, trust company or fiscal agent to which such monies shall be paid shall act as trustee of such monies and shall hold and apply the same for the purposes hereof, subject to such regulation or trust agreement may provide.

Section 13. Any holder of bonds issued under the provisions of this Act or of any of the coupons appertaining thereto, and the trustee under any trust agreement, except to extend the rights herein given may be restricted by the resolution authorizing the issuance of such bonds or such trust agreement may, either at law or in equity, by suit, action, mandamus or other proceedings, protect and enforce any and all rights under the laws of the State or granted hereunder or under such resolution or trust agreement, and may enforce and compel the performance of all duties required by this Act or by such resolution or trust agreement to be performed by the Authority or by any officer thereof, including the fixing, charges and collecting of rates, fees and charges for the use of or for the services and facilities furnished by any airport facilities.

Section 14. The Authority is hereby authorized to issue from time to time refunding bonds for the purpose of refunding any bonds of the Authority then outstanding, including the payment of any redemption premium thereon and any interest accrued or to accrue to the date of redemption of such bonds. The Authority is further authorized to issue from time to time bonds of the Authority for the combined purpose of (a) refunding any bonds of the Authority then outstanding, including

the payment of any redemption premium thereon and any interest accrued or to accrue to the date of redemption of such bonds, and (b) paying all or any part of the cost of acquiring or constructing any additional facilities or of any improvements. The issuance of such bonds, the maturities and other details thereof, the rights and remedies of the holders thereof, and the rights, powers, privileges, duties and obligations of the Authority with respect to the same, shall be governed by the foregoing provisions of this Act in so far as the same may be applicable.

Section 15. The Sebring Airport Authority, as hereby created, shall have no power or authority to bind or commit the City of Sebring, a municipal corporation, in any manner directly or indirectly and the said City of Sebring shall not be liable or responsible in any manner for any of the debts, liabilities, obligations, acts or omissions of the Sebring Airport Authority, or any of its officers or employees. All persons dealing with the said Authority are hereby charged with full notice of this limitation of its powers.

Section 16. The Sebring Airport Authority shall maintain acceptable books of account reflecting all income and expenditures and said books shall be open to reasonable public inspection. In addition, the Sebring Airport Authority Board shall prepare on or before the first of each year a budget and no money shall be spent or obligations incurred by the Board or Authority except in accordance with the terms of said budget. An audit of the affairs of the Airport Authority shall be conducted annually by a certified public accountant and shall, at the option of the Authority or the City of Sebring, be submitted to the State Auditor for his review by March of each year. Within two (2) weeks of completion of said audit, the Authority shall cause to be published once in a newspaper published and circulated in the City of Sebring a notice that the audit is available for public inspection at the Sebring Airport Authority's office.

Section 17. The Sebring Airport Authority shall, with the consent of the City Council of Sebring, evidenced by resolution of said Council, exercise any powers relating to aviation conferred upon municipalities by general law, including the provisions of Chapter 332, Florida Statutes, known as the Airport Act of 1945 or the Federal Aviation Agency.

Section 18. The Sebring Airport Authority shall be organized and commence its functions hereunder within six (6) months following the passage of this Act and once organized shall hold thereafter regular meetings at least once every month and at such other times as the Authority shall determine to be reasonably necessary from time to time.

Section 19. This Act shall be deemed to provide an additional and alternative method for the doing of the things authorized hereby and shall be regarded as supplemental and additional to powers

conferred by other laws, and shall not be regarded as in derogation of or as repealing any powers now existing under any other law, whether general, special or local; provided, however, that the issuance of bonds or refunding bonds under the provisions of this Act need not comply with the requirements of any other law applicable to the issuance of bonds.

Section 20. All other general, special or local laws or parts thereof inconsistent herewith are hereby declared to be inapplicable to the provisions of this Act.

Section 21. The provisions of this Act are severable, and if any of its provisions shall be held unconstitutional by any court of competent jurisdiction, the decision of such court shall not affect or impair any of the remaining provisions.

Section 22. As airport facilities and other facilities located thereon are essential to the economic welfare of the inhabitants of the City of Sebring, and will promote the economic, commercial, industrial and residential development of said City, and as the exercise of the powers conferred by this Act to effect such purposes constitutes the performance of essential public functions, and as such, all facilities acquired or constructed under the provision of this Act will constitute public property used for public purposes.

Section 22.1. The Sebring Airport Authority is authorized from time to time to issue revenue certificates of the Authority to fund its operations, acquisitions, construction, reconstruction, improving, enlarging or equipping its functions and facilities under this Act. Revenue certificates shall pay no more than the maximum interest payable upon bonds issued by the State of Florida. The interest rate paid may vary provided that it does not exceed the maximum paid by the State of Florida. Revenue certificates may pledge only the revenues generated by one or more of the Authority's facilities or improvements, and shall not be an obligation of the State of Florida or the City of Sebring.

Section 23. The Sebring Airport Authority is authorized to budget and use the funds accruing to it from auxiliary enterprises, gifts, and concessions for promotion and public relations, including expenditures for hospitality of business guests, and industry recruitment (including funds for travel, meals, and lodging at the actual expense, rather than the otherwise legally established per diem rates).

The accrual and expenditures of said funds shall be considered part of the Authority's budget and shall be answerable to the provisions as stated in Section 16 of this Act.

Section 24. This Act shall take effect immediately upon it becoming a law.

Section 25. All special acts of the legislature relating to the Sebring Airport Authority enacted prior to the passage of this Act are repealed immediately upon this Act's becoming a law.

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Appendix D

Sample Request for Qualification (RFQ) for the Development of an Airport Business Plan

CITY OF DeLAND
REQUEST FOR EXPRESSIONS OF INTEREST
AND STATEMENTS OF QUALIFICATIONS
DeLAND MUNICIPAL AIRPORT
RFQ# 14-07

Pursuant to the Consultant's Competitive Negotiation Act, Section 287.055, Florida Statutes and the policies and procedures of the City of DeLand, notice is hereby given that Expressions of Interest and Statements of Qualifications submittals are requested from professional engineering consulting firms to render services required at the DeLand Municipal Airport and its associated Industrial Park. Services shall include, but not limited to General Consulting, Funding Procurement and Grant Administration, Economic Feasibility and Impact Analysis, Planning, Engineering, Design, Permitting, Construction Phase Services, Environmental Analysis, Preparation of DBE Plans and associated services.

Interested firms shall submit one (1) original and seven (7) copies of all materials indicating their qualifications, previous experience, key personnel and project approach no later than **Friday April 18, 2014 at 3:00 p.m.** local time. Sealed submittals shall be delivered to the City of DeLand, 2nd Floor Reception, 120 South Florida Avenue, DeLand, Florida 32720. Additional information may be obtained from the Office of the City Engineer at (386) 626-7197. No proposals shall be accepted by means of FAX transmission or via e-mail; all proposals shall be either delivered by hand or transmitted via common carrier.

Submittals must be clearly marked "DeLand Airport Consulting Services" on the outside of the sealed envelope. Please limit submittals to 75 pages in length.

Submittals will be ranked by a city selection committee and a short list of qualified firms prepared. Selected firms may be requested to participate in onsite interviews. Following this process, the selection committee will rank firms in order of preference and the DeLand City Commission will be asked to approve this ranking. Negotiation of a contract with the top ranked firm will then proceed.

The City reserves the right to reject any and all proposals and to select any firm which, in its sole judgment, it believes is the best qualified to perform the work required. No firm will be compensated for this submittal, subsequent presentation interview or for work performed in competitive negotiations.

DeLAND MUNICIPAL AIRPORT CONSULTING SERVICES
Additional Information for Proposers
RFQ# 14-07

The City is interested in hiring, via Consultant's Competitive Negotiation Act process, a professional engineering firm to provide complete consulting engineering, aviation planning, and architectural services for DeLand Municipal Airport. The City has an extensive capital improvements program and most project assignments will be in the area of engineering. Attached is a copy of the City's current Airport Capital Improvement Plan. This plan is subject to change during the City of DeLand's spring 2014 budget process.

I. Project Scope:

Professional services required to accomplish various projects at the DeLand Municipal Airport may include but are not limited to:

- a. Runway, taxiway and apron construction and rehabilitation
- b. Airport navigational aids
- c. Airport lighting and signage
- d. Terminal building construction
- e. Road construction
- f. Aircraft hangar construction
- g. Industrial Park infrastructure

II. RFQ Submittal Requirements

Eight (8) copies of all materials must be submitted by the date and time indicated in these procurement documents. Please format your submittal as follows:

- A. *Letter of Introduction* – Please include a Letter of Introduction and include the name and address of the firm and indicate whether the respondent is a subsidiary, individual, partnership, corporation, or joint venture. Name the person or persons authorized to make representation for the respondent and give addresses and telephone numbers for same. If this proposal is a joint venture or involves subcontracting, this should be so stated and all parties must be identified. The letter must be signed by an individual, partner or officer of the organization who is authorized to bind the organization.
- B. *Table of Contents* – Please provide a Table of Contents for material included in the submittal.
- C. *Business Experience and Qualifications* – Please furnish such information concerning the firm's finances, facilities, personnel and experience necessary to determine its responsibility and competency to execute the work covered in the submittal. Include the following:
 - 1. The number of years the respondent has been in the consulting engineering business.

2. List of recent clients and projects similar to those contemplated by the City of DeLand. Summarize the projects relative to length, status and provide contracts. Include the names, addresses, telephone numbers and email addresses for key contact personnel for clients served.
 3. Listing of key personnel who have worked on these projects and are expected to work on City of DeLand projects along with résumés detailing their related experience.
 4. List other key personnel, technical consultants and subcontractor firms employed (or to be retained by) the respondent to be involved with this project, along with a detailed description of their role in this project.
 5. Standard GSA Form SF330.
 6. Evidence of financial and insurance status. Provide information on the firm's insurance status including typical Certificates of Insurance for general liability, workers compensation and professional liability.
 7. The total numbers of full time employees in the firm, nationally and locally.
 8. Provide EEO information, as applicable.
- D. Acceptance of Conditions of RFQ - The proposer shall specifically indicate acceptance of the following conditions and requirements:
1. *Applicable Insurance Required* – Firm agrees to obtain and maintain liability, workers compensation and errors and omissions insurance (indicate limits of liability and deductibles proposed for business with the City of DeLand).
 2. *Further Information* – The City has the right to ask for further information from the respondent, either in writing or orally, and requests will be addressed to that person or these persons authorized by the respondent to represent same.
 3. *Public Information* – The City of DeLand is a public agency and, as such, is bound by the Florida Public Records Act. The act specifies that virtually all written information is in the public domain and available to any person requesting it unless the information qualifies as an exception to the act or is otherwise exempt under federal or state law. Any written information as defined by the act is provided to the City pursuant to the RFQ or any ensuing contract for services and materials will be considered in the public domain. Proposers therefore agree that at any time that the respondent's written materials may be in the City's possession, the respondent shall make no demand or request that the City take a legal position in regard to such materials that, in the City's sole discretion, is contrary to the act or any other Florida law.
- E. Responses and attachments shall be enclosed in sealed envelopes and shall be appropriately addressed. Proposals shall be clearly identified on the outside of the sealed envelope.
- F. Proposals must completely follow the requirements of this RFQ. Proposers must follow the format of this RFQ and structure their responses to follow the sequence of this RFQ.

City staff will evaluate the proposals received, based on responsiveness to the stated evaluation criteria. Incomplete proposals may be disqualified; incomplete proposals will receive a reduced evaluation score at a minimum.

- G. Proposers must identify any exceptions taken to proposal documents at the time of response in writing. Silence on the part of the proposer is deemed as compliance with all stated conditions. In the event exceptions are identified, the exceptions will be reviewed. Proposer's desire to take exception to a non-negotiable item may result in disqualification. Non-negotiable items are those mandated, required, or specified under local, state, or federal law (e.g. workers compensation coverage) or are integral to the deliverables proposed herein.

III. Written Requests for Clarifications or Interpretations

No oral interpretations will be made to any interested firm with respect to the meaning of the specifications of the proposal documents. All questions pertaining to the terms and conditions of the proposal documents or the scope of work herein, must be sent in writing (e-mail, facsimile, or regular mail) no later than the deadline specified in the proposal documents (April 14, 2014). If necessary, a written addendum may be issued to clarify items with the proposal documents. Questions received after the deadline shall not receive a response. Direct all requests to Keith D. Riger at rigerk@deland.org, fax 386-736-5366 or mailing address 1102 S. Garfield Avenue, DeLand, FL 32724.

IV. Rights of the City of DeLand in the Proposal Process

In addition to all other rights retained by the City of DeLand under state law, the City of DeLand specifically reserves the following:

- A. The City reserves the right to score submitted responses and rank responses. The City reserves the right to negotiate with the highest-ranking firm, as well as the second-ranking firm or third-ranking firm, in accordance with FS 287.055. Negotiation with a ranked firm does not require negotiation with others.
- B. The City reserves the right to select the proposal that best serves the requirements of the scope of work herein and best serves the interest of the City of DeLand.
- C. The City reserves the right to reject any or all responses.
- D. The City reserves the right to cancel this procurement prior to award.
- E. The City reserves the right to waive or remedy immaterial errors or scrivener errors in the proposal documents issued by the City.
- F. The City reserves the right to request any necessary clarifications without changing the terms of the proposal documents issued by the City.

V. Costs Incurred by Proposers

All expenses involved with the preparation and submission of the response, or any work performed in connection therewith, shall be the exclusive responsibility of the proposer(s). No compensation shall be rendered for submissions received by the City of DeLand, or for any other work undertaken by the proposers prior to award of contract.

VI. Oral Presentation

Oral presentations of proposal received are not a specific requirement of this procurement, although they may be requested at the discretion of the selection committee.

VII. Withdrawal of Proposal

A proposal may be withdrawn prior to the date and time set for proposal submittal, based upon written request by the proposer. However, a proposal may not be withdrawn after the deadline for receipt of the proposal. After the deadline for receipt of proposals, all proposals shall become property of the City of DeLand.

VIII. Late Proposal or Modifications

Proposals and modifications received after the date/time set for the proposal submittal shall not be considered. Written modifications received prior to the date/time set for the proposal submittal shall be considered. Late proposals will not be accepted. The date/time of receipt logged by the City of DeLand shall stand as definitive. This upholds the integrity of the proposal process.

IX. Anticipated Schedule

Advertise Expressions of Interest	March 20, 2014
Deadline for Written Questions/Clarification Requests	April 14, 2014
Expressions of Interest due at DeLand City Hall by 3:00 pm	April 18, 2014
City to review submittals and prepare Short List	May 1, 2014
City Commission considers Short List recommendation	May 19, 2014
Interview Selected Firms	Week of May 26, 2014
City Commission to approve recommended ranking	June 16, 2014
Negotiations Complete	June 30, 2014
Award of Professional Services Contract	July 7, 2014

Note: Dates above are subject to change.

X. Selection Process:

Expressions of Interest and Statements of Qualifications submitted will be evaluated by a selection committee comprised of City staff and one City Commissioner. Evaluation criteria may include the following; however, the selection committee and City Commission may modify selection criteria or include additional criteria at their sole discretion.

1. Experience to the proposed firm in providing full consulting services for small to medium sized General Aviation (GA) airports in Florida and the Southeast US. (20 points possible)
2. Experience of the firm in obtaining and administering FAA and FDOT grants. (10 points possible)
3. Perceived ability of the firm to coordinate work assignment through a single point of contact (project manager). (10 points possible)
4. Experience of the individuals to be assigned to the work. (20 possible points)
5. Knowledge of DeLand Airport infrastructure. (5 possible points)
6. Knowledge of FAA and FDOT regulations. (5 possible points)
7. Consultants track record and perception of the selection committee as to the consultant's ability to complete assignments on schedule. (10 possible points)
8. Travel distance of the firm's key personnel assigned to the work from their regular office to the City of DeLand. (5 possible points)
9. Experience in obtaining and renewing permits for all regulatory agencies. (5 possible points)
10. Construction inspection/administration experience on GA airports. (10 possible points)

TOTAL POINTS POSSIBLE:

100

FIVE YEAR CAPITAL IMPROVEMENTS PLAN [CIP]

Div.	Project #	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20	Total
AIRPORT FUND								
430	Construct new north 4,365 x 50' partial parallel taxiway to Runway 12/30 [FAA \$2,660,000 FDOT \$112,000 CITY \$28,000]		2,800,000					2,800,000
430	Construct 2 Corporate Hangars [FAA \$0 FDOT \$960,000 CITY \$240,000]			1,200,000				1,200,000
430	Rehab Runway 5/23 [FAA \$950,000 FDOT \$40,000 CITY \$10,000]	1,000,000						0
430	Construct 30 T-hangers [FAA \$0 FDOT \$1,280,000 CITY \$320,000]		1,600,000					1,600,000
430	Taxiway H engineering only [FAA \$0 FDOT \$200,000 CITY \$50,000]					250,000		250,000
430	Rehab Taxiway B [FAA \$427,500 FDOT \$18,000 CITY \$4,500]	450,000						0
430	Strengthen Taxiway F [FAA \$1,425,000 FDOT \$60,000 City \$15,000]	1,500,000						0
430	Design & Engineering only for new north 4,365 x 50' partial parallel taxiway to Runway 12/30 [FAA \$237,500 FDOT \$10,000 CITY \$2,500]	250,000						0
430	GIS effort for the Airport	17,500						0
430	Vehicle, replace 2000 Ford F150 4x4, #40, 300-4544	20,000						0
430	Tractor, replace New Holland Tractor, #10, 300-5087		92,000					92,000
430	Vehicle, replace 2007 Jeep Liberty, 300-5115			17,000				17,000
430	Vehicle, replace 2006 Ford F350 Pickup, 300-5078			30,000				30,000
430	Tractor, replace 2002 New Holland #7			83,000				83,000
430	Taxiway H construction only [FAA \$1,140,000 FDOT \$48,000 CITY \$12,000]					1,200,000		1,200,000
430	1/2 Ton 4x4 Pickup, replace 2008 Ford F150 #47				20,000			20,000
430	Construct Terminal Building [FDOT \$800,000 CITY \$200,000]				1,000,000			1,000,000
430	Tractor, replace Kubota A30 tractor, #30 (300-5309)					95,000		95,000
TOTAL AIRPORT FUND		3,237,500	4,492,000	1,330,000	1,020,000	1,545,000	0	8,387,000
FAA		3,040,000	2,660,000			1,140,000		3,800,000
FDOT		128,000	1,392,000	960,000	800,000	248,000		3,400,000
Airport Fund Revenues		69,500	440,000	370,000	220,000	157,000		1,187,000
		3,237,500	4,492,000	1,330,000	1,020,000	1,545,000	0	8,387,000

Appendix E

Lease Agreement Policy for Fernandina Beach Municipal Airport

Airport Ground Leasehold Development Process

Aeronautical and Non-Aeronautical

Statement of Policy

*** This policy sets forth the parameters for occupying or using airport land and improvements and outlines the process that will be used by the City, as owner of Fernandina Beach Municipal Airport, and the City, as the sponsor of the Airport, regarding such occupancy and use.

*** Any entity wishing to occupy or use Airport land and/or improvements at the Airport shall be given a reasonable opportunity to compete, without unjust discrimination, for the occupancy or use of available Airport land or improvements.

*** No entity shall occupy or use Airport land and/or improvements at the Airport unless such entity has executed an Agreement with the City authorizing such occupancy or use.

*** No entity shall engage in a commercial activity (aeronautical or non-aeronautical) at the Airport unless the entity has obtained approval from the City and executed an Agreement with the City authorizing such activity in accordance with the Airport Minimum Standards for Commercial Aeronautical Activity.

*** The right of use of the airport infrastructure and any land and/or improvements other than that leased exclusively to an operator is non-exclusive.

I. Initial Step – Potential Lessee and City Action

- A. Meet with Airport Manager to discuss project.
- B. Airport Manager provides potential Lessee with a leasehold development package to include:
 - 1. Airport Leasing Policy
 - 2. Airport Rates and Charges
 - 3. Applications for Airport Use
 - a. Commercial Lease or Airport Operating Permit
 - b. Non-commercial Lease
 - 4. Airport Architecture and Building Design Standards
 - 5. Sample Ground Lease
 - 6. Airport Rules and Regulations
 - 7. Airport Minimum Standards for Commercial Aeronautical Activities
- C. Potential Lessee submits its Application for an Airport Ground Lease or Airport Operating Permit to Airport Manager for City approval (including business plan if required).
- D. City and potential Lessee agree lease terms and conditions of the Agreement including but not limited to, identification of the land or improvements that shall be leased or developed, the proposed investment, the length of term, and the rents, fees and other charges that shall be paid.
NOTE: Any Agreement will not take effect until approved by the City Commission.

II. Next Step – Potential Lessee and City Action

- A. Acquisition of all required regulatory permits and approvals, including St Johns River Water Management District and construction permits, are the sole responsibility of the Lessee proposing a particular development.
- B. If building/site development is proposed on Airport property including within the east area, potential Lessee **MUST** follow development procedures required by City's Community Development Department, including the acquisition of all required permits:

1. Potential Ground Lessee should secure the Technical Review Committee (TRC) Application packet at City Hall (204 Ash Street) which contains all relevant information to complete the TRC process.
2. Potential Lessee submits its plans to the Technical Review Committee for approval - Potential Lessee meets with City planner for submittal of the application no less than 45 days prior to the requested TRC meeting date. Note: TRC meets the 2nd and 4th Thursday of each month at 9:00 a.m. in City Commission Chambers).
- C. Additionally the City Engineer reviews the application for consistency to Airport Development – the development’s effect and impact on its neighbors and on the general existing or planned surroundings.
- D. Once above approvals are received then building permit application can be submitted for review.
 1. Secure permitting process check list from City Building Department to help expedite activity necessary under building permit process.
 2. Please note that all buildings must meet Wind Zone 120 miles Exposure C.
 3. All construction plans must meet the 2004 Florida Building Code adopted by the City of Fernandina Beach.
 4. All pavement in aircraft operational areas must meet the specifications prepared by the Federal Aviation Administration (Advisory Circular 150/5370-10, Standards for Specifying Construction of Airports).

III. Airport Advisory Commission (AAC) Action

- A. There are two actions required of AAC:
 1. #1 – At same time as filing to Technical Review Commission (TRC) a copy of the TRC application may be given to the Airport Manager who presents the application for review concurrently with the Airport Advisory Commission for its recommendation.
 2. The AAC then reports back to the TRC with its recommendation.
 3. #2 – Once TRC application is approved then the Airport Manager places proposed lease on AAC Agenda for action.
 4. AAC recommends approve/disapprove lease.
 5. Proposed lease is submitted to the City Commission for action, with AAC recommendation included.

IV. City Commission Action

- A. Airport Manager places proposed lease (and attachments) on City Commission Agenda.
- B. City Commission votes to approve/disapprove.
- C. If approved, potential Lessee begins paying rent and may move forward with development (or use) of ground lease area.

V. Lessee Action

- A. Building permit will only be issued once City Commission has approved the ground lease and construction can begin.
- B. Arrange for necessary trade permits as required.
- C. Within thirty (30) days following substantial completion of the development, provide the Airport Manager with “as built” documentation. Substantial completion shall be considered as the date of the Certificate of Occupancy issued by the City.

Appendix F

FAA Presentation – Airport Leasing 101: A Guide for Florida Airports

Airport Leasing 101

A Guide for Florida Airports

Presented to: 2014 FAC State Summit

By: Bart Vernace, P.E., Manager, Orlando ADO

Date: February 5, 2014



Federal Aviation
Administration



Objectives

- Review steps sponsor should take *prior to* leasing
- Establish Relationship between Land-use and Leasing
- Provide General Framework for an Airport Leasing Policy



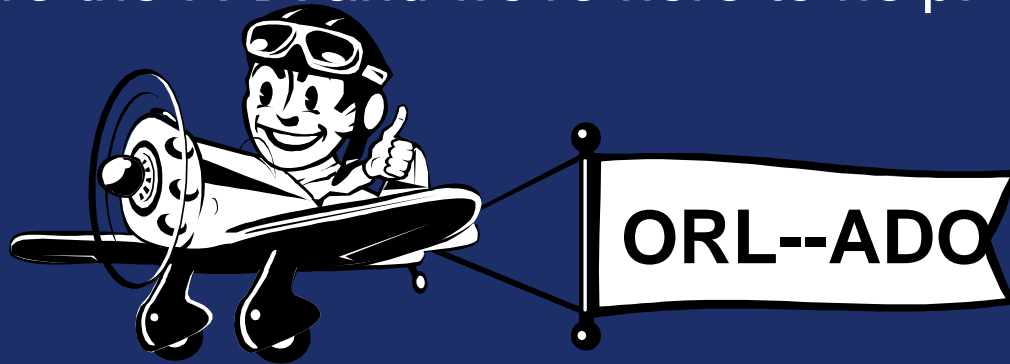
Objectives

- **Define FAA's Role in Airport Leasing**
- **Identify preferred leasing practices, in accordance with an airport sponsor's Federal obligations**
- **Discuss Long-term leases**



Sponsor Considerations for Leasing

- Is this consistent with ALP?
- Is airspace coordination required?
- Is Environmental Documentation Required?
- Don't know? Ask your ADO Program Manager!
 - We are the FAA and we're here to help!



Airport Layout Plan

Title 49 U.S.C. Section 47107(a)

- **Ensure conformance to design standards and future plans**
- **Identifies proposed allocation of airport land to specific operational and support functions**
- **Adverse impacts on safety, utility or efficiency of airport must be eliminated**



Airport Layout Plan

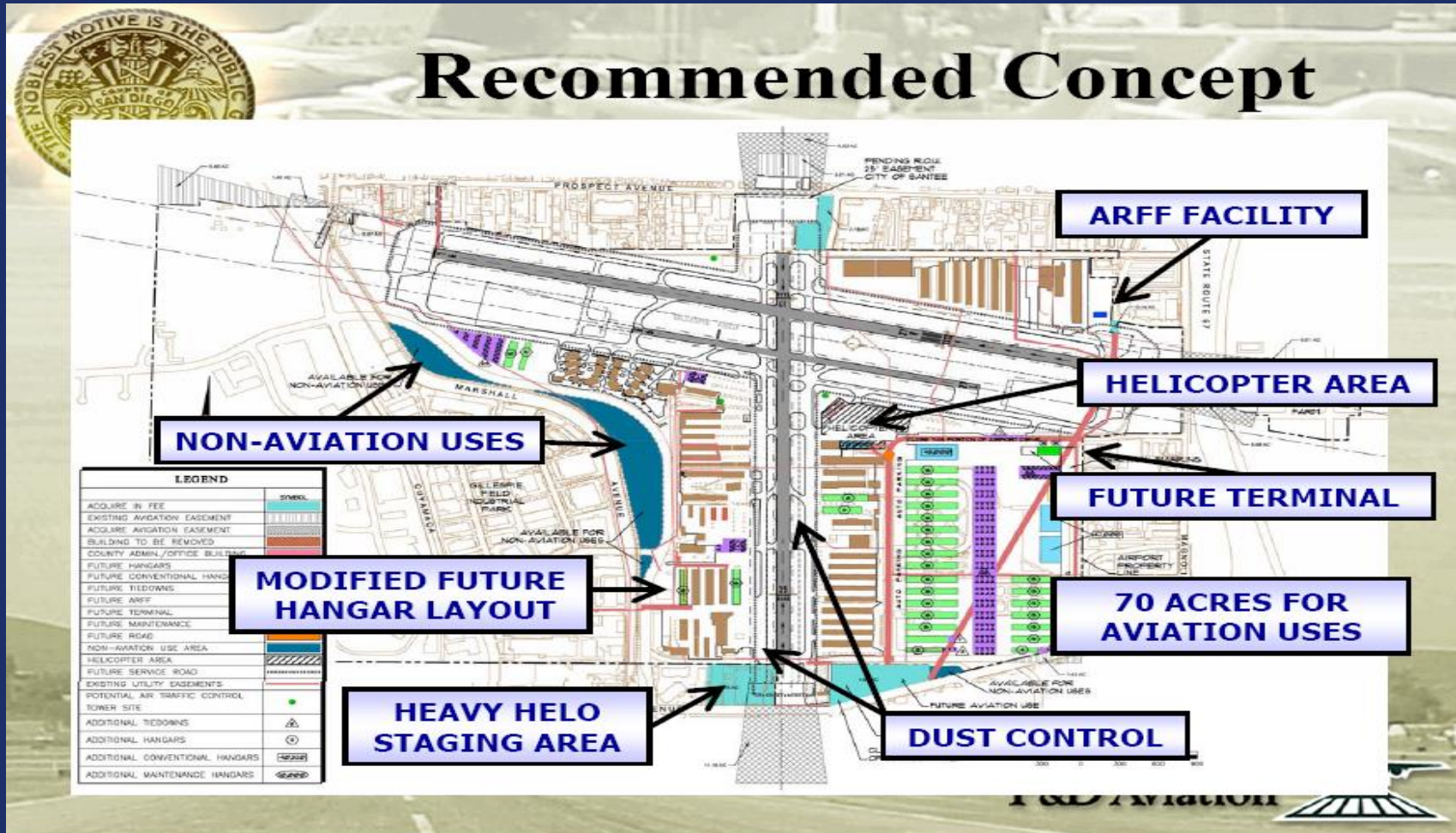
Identify aviation growth areas

Should identify existing and planned development and land uses.

- Unimproved land
- Tie-down (private)
- Terminal office space
- Corporate hangars and ramps
- Commercial hangars, ramps and aprons
- Fuel and support facilities

Proposed Airport Layout Plan

Recommended Concept



ALP Requirements for Leasing

- **ALP must be up to date**
- **Lease proposals should be in accordance with ALP**
- **Any proposed change to ALP must be logical**
 - Non-aeronautical land should not be adjacent to the runway
- **Proper planning will avoid future concerns**
 - A full ALP Update may necessary

ALP Requirements for Leasing

- New construction requires an “airspace” or NRA/ALP change
- This is not merely a Part 77 review
- FAA coordination takes a minimum of 60 days
- Tell us early—as soon as you know something—so we can avoid delays for you!



NEPA Requirements for Leasing

- **The ADO Environmental Specialist should be involved to determine the appropriate environmental documentation**
 - We can't Cat Ex everything!
- **Beware of connected Actions**
 - Large scale phased developments
- **A local building permit does not equate to environmental approval**



Airport Land-Use Plan

“A good land-use plan for an airport will enable an airport manager to develop efficient, compatible, environmentally acceptable, functional, and aesthetically pleasing facilities.”

Skip Erhardt

Land Use Plan vs. Leasing

Land Use Plan

- Establishes a vision for the safe and efficient development of the airport
- Identifies current and planned uses of airport property. (i.e. What is available, Who goes where, etc...)
- Should be firm yet somewhat flexible with respect to aeronautical development

Leasing

- Where demand for airport property meets the planned use of airport property
- Marries the sponsors obligations with the land use plan

Airport Leasing Policy

- Supports well-organized and comprehensive approach to leasing
- Encourages transparency and consistency
- Reduces ad-hoc decision-making which leads to inadvertent noncompliance



Airport Leasing Policy Guidance

- **FAA Order 5190.6B, FAA Airport Compliance Manual**
- **ACRP Guidebook for Developing and Leasing Airport Property**



Sponsor's Leasing Objectives

- **Maximize Airport Revenue**
- **Minimize Airport Financial Obligations in Leased Areas**
- **Fulfill Customer Service Goals**
- **Attract Private Investment instead of Airport Debt**



Airport Leasing Policy Framework

- **Define leasing policy objectives**
- **Define terms of usage (definitions)**
- **Explain how policy supports ALP/Land use plan**
- **Recognize property conveyance restrictions**
- **Document the process of application and sponsor approval**
- **Define policies –financial, legal, operational**



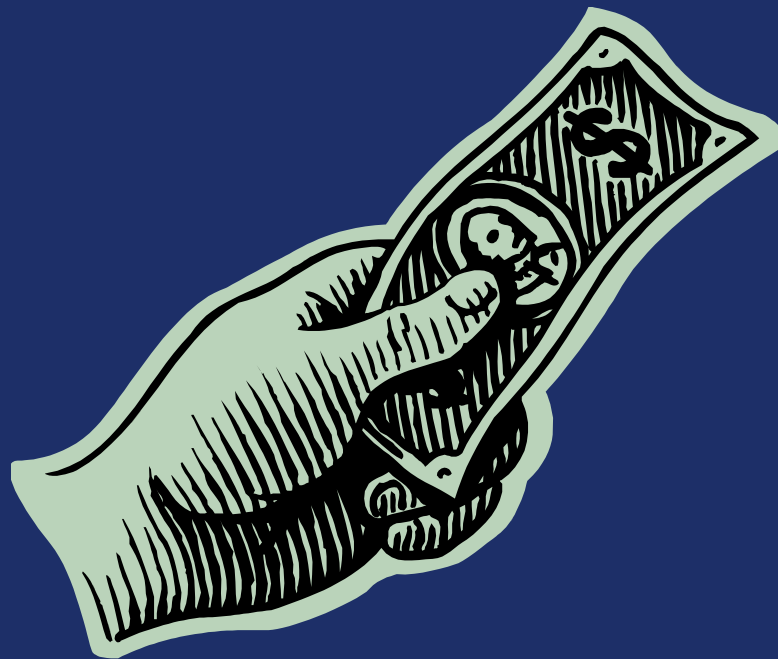
Consider in the Leasing Policy

The Process

- How do you get a Lease?
- Does the City/County have to approve all leases, concessions and permits?
- Are all business concessions competitively bid?
- What documents do perspective tenants have to submit and how long is the review?
- Can non-aviation companies lease space on the airport?
- How long are the lease terms?

What interest does the FAA have in my leases?

- Federal Property Conveyances
- Federal Grant Assurances



Federal Property Conveyances

Recognize limitations imposed by

- **Public Law 80-289 Federal Surplus Property**
- **Public Law 80-289 Revenue production**
- **National Emergency Use Provision**
- **Sections 16, 23, 516 conveyances**
- **Nonsurplus Federal Land**
- **Other Government conveyances**

Federal Grant Assurances

- 4. Good Title
- 5. Rights and Powers
- 19. Operations & Maintenance
- 22. Economic Nondiscrimination
- 23. Exclusive Rights
- 24. Fee & Rental Structure
- 25. Airport Revenue
- 29. Airport Layout Plan



FAA Role in Airport Lease Review

- **Sponsor's compliance with Federal Obligations**
- **Sponsor Rights and Powers to operate the airport**
- **Full Disclosure of Terms and Conditions that may violate Federal Obligations**
- **No Explicit FAA approval of lease**



FAA Role in Airport Lease Review

Aeronautical Lease Rates

- May be below fair market value (GA Rates may be established by conducting a regional market survey of similar accommodations at Airports of similar size and complexity)
- Make the Airport as self-sustaining as possible (Recovery of Sponsors cost to operate and maintain the airport; Consistent with Policy Regarding Airport Rates and Charges)

FAA Role in Airport Lease Review

Aeronautical Lease Rates

- **Non-Discriminatory** – However, sponsors can make reasonable distinctions between airport tenants with regard to lease terms (including lease rates)

FAA Role in Airport Lease Review

Non-Aeronautical Lease Rates

- **Must be at or above Fair Market Value (FMV)**
(Typically determined by appraisals, but can also be determined by **Competitive Solicitation (RFP)**)



FAA Role in Airport Lease Review

Non-Aeronautical Lease Rates

- **Consistent with Policy Regarding the Airport Rates and Charges**
- **Make the Airport as self-sustaining as possible**
- **Consistent with Policy Regarding the Use of Airport Revenues (Sponsor Use)**

FAA Role in Airport Lease Review

Non-Aeronautical Leases

- **Sponsor must demonstrate that all aeronautical users have been accommodated**
- **Lease must contain reversion clause in case the property is ever needed for aeronautical purposes**
- **Must receive FAA concurrence prior to lease execution**
- **Must be identified on the ALP**

FAA Preferred Leasing Practices

- Rates and charges consistent with federal policy (Appraisal to determine market value for Non-Aeronautical Leases)
- Comply with Sponsor's Federal Grant Assurance Obligations
- Lease subordinate to Sponsor's Federal Obligations



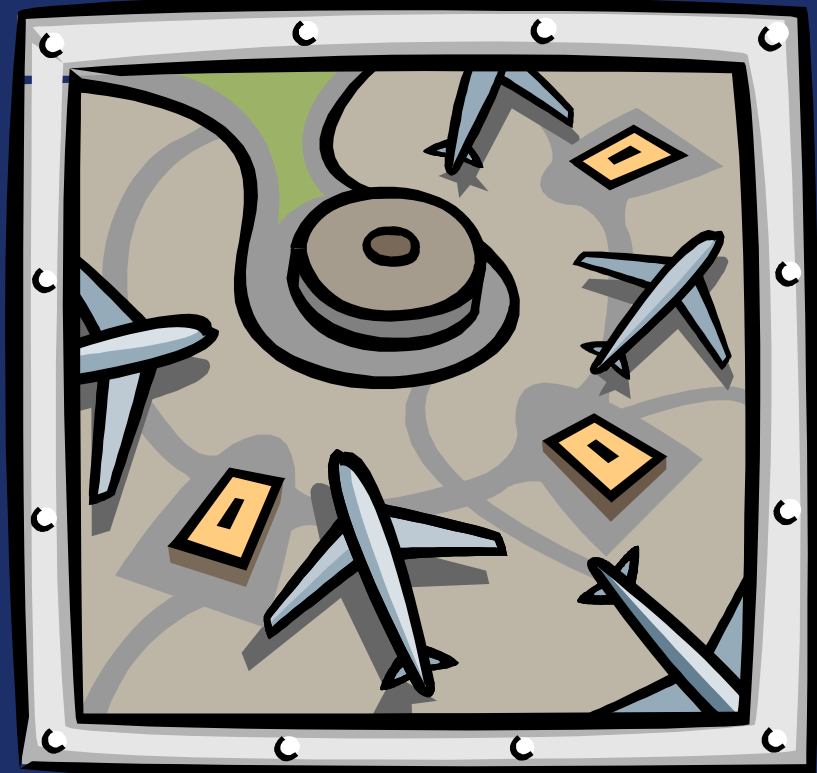
FAA Preferred Leasing Practices

- Non-capital leases should typically be no more than 3 to 5 years.
- Reversion of Improvements
- Assignment and Transfer on prior approval
- Subleasing on prior approval



FAA Preferred Leasing Practices

- **Comply with Minimum Commercial Aeronautical Standards**
- **Tenant and Airport's Maintenance Obligations defined**
- **Public use ramps and aprons control defined**



FAA Preferred Leasing Practices

- **Airport should have a policy for minimum term without investment**
- **FAA doesn't support long term leases beyond the useful life of the asset**
- **New lease length should support the level of new leasehold improvements**
- **Extensions should be at the lessor's approval**
- **Leases with significant development should be tied to a development schedule**
- **Don't forget Escalation and re-appraisals**



Long Term Lease Requests

Common Observations:

- Proposed lease term typically exceeding 50-yrs
- Usually proposed by prospective tenants, but have also seen similar requests from developers
- Typical argument is that the tenant/developer needs a longer term to amortize investment
- Term proposed typically exceeds the useful life of the improvements
- Both Aeronautical and Non-Aeronautical Development
- Tenant/Developer may offer to pay higher lease rate in exchange for a longer term

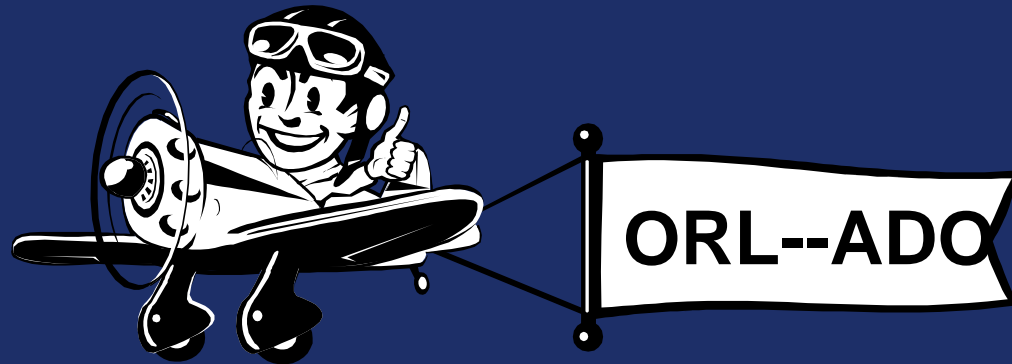
Why a “99” Year Lease Makes no Sense!

- A disposal, not a lease
- Structures obsolete after 50 years
- Airport loses control of its property



Leasing Summary

- **Refer to the ALP**
- **Complete Airspace and Environmental**
- **Complete the FAA Lease Review Checklist**
- **Create a Policy**
- **Abide by the Policy**
- **If you need assistance, ASK!**



Questions?



Appendix G

St. Pete-Clearwater International Airport Fiscal Year 2014 Strategic Plan



www.fly2pie.com

Fiscal Year 2014

STRATEGIC PLAN

Noah Lagos, A.A.E.

Airport Director

Dated: March 7, 2013

Strategic Plan

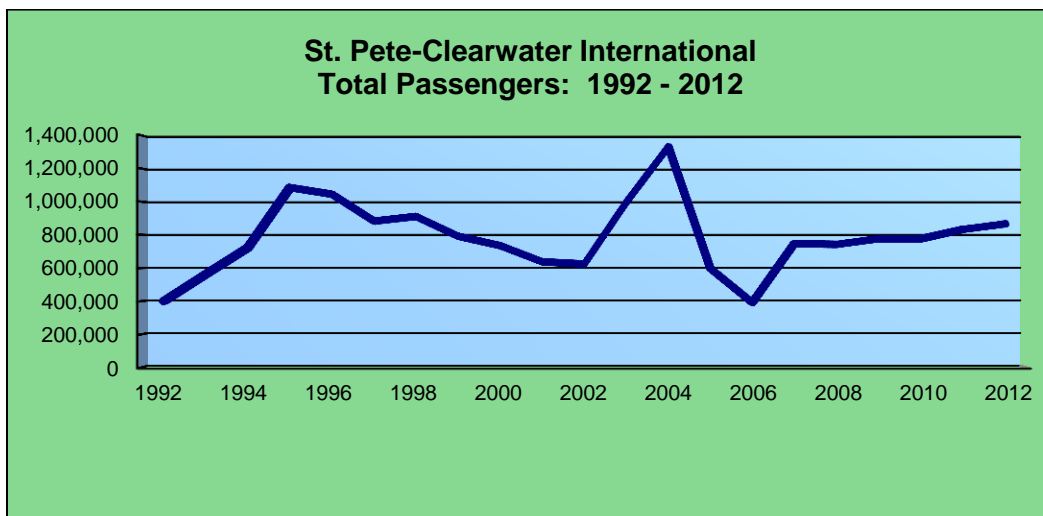
Overview – St. Pete-Clearwater International Airport

St. Pete-Clearwater International Airport (PIE) is a Tampa Bay commercial service airport operating as a self-sustaining enterprise, providing safe, customer-friendly services and facilities supporting economic growth. Our operating philosophy is based on a private for profit business model, as we receive no direct subsidy from the taxpaying public, relying on our ability to generate revenue and manage expenses. An important link to our #1 tourism industry, PIE's economic impact is estimated at almost \$924 million, generating over 8,200 direct and indirect jobs (Florida Department of Transportation (FDOT) 2010).

Airport departments are comprised of 54 Pinellas County employees, supplemented with contract/temporary personnel. Divisions are organized into Administration & Finance, Engineering, Operations, Facilities, Airport Rescue Firefighters, Air Service Development/Marketing, Airport Properties, and Public Relations. The airport partners with the Federal Aviation Administration (FAA), Department of Homeland Security Transportation Security Administration (TSA), Florida Department of Transportation (FDOT), airlines, and many private businesses.

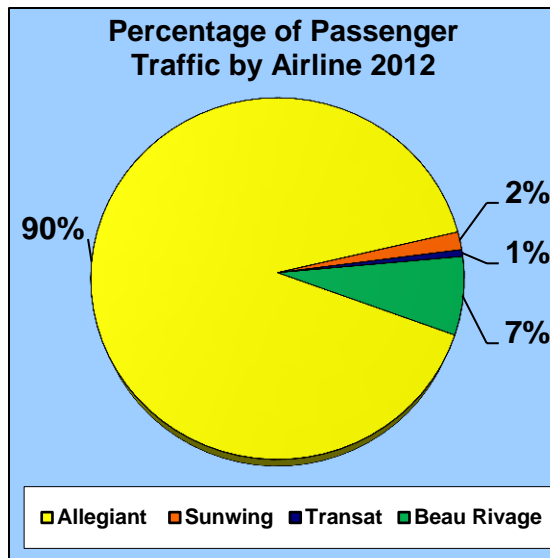
The FAA ranks PIE as 127 out of 387 primary commercial service U.S. airports based on 2011 passenger enplanements. As a small hub airport, we continue to grow and serve more passengers than many smaller city airports that are losing air service resulting in a downward trend of passenger traffic. Our aviation operations are diverse. In addition to four passenger airlines, PIE has cargo (UPS); general aviation with two fixed based operators, Sheltair and Signature Flight Support; and military. We are home to the world's busiest U.S. Coast Guard Air Station, as well as a base for a U.S. Army Reserve facility.

Passenger airlines are the cornerstone of our operation. Allegiant, Vision, Sunwing and Air Transat provide non-stop airline service to 27 destinations in the United States and Canada. As depicted in the chart below, PIE has experienced a historical "roller coaster ride" in number of total passengers served, but has experienced a steady rise since Allegiant's addition in 2006.



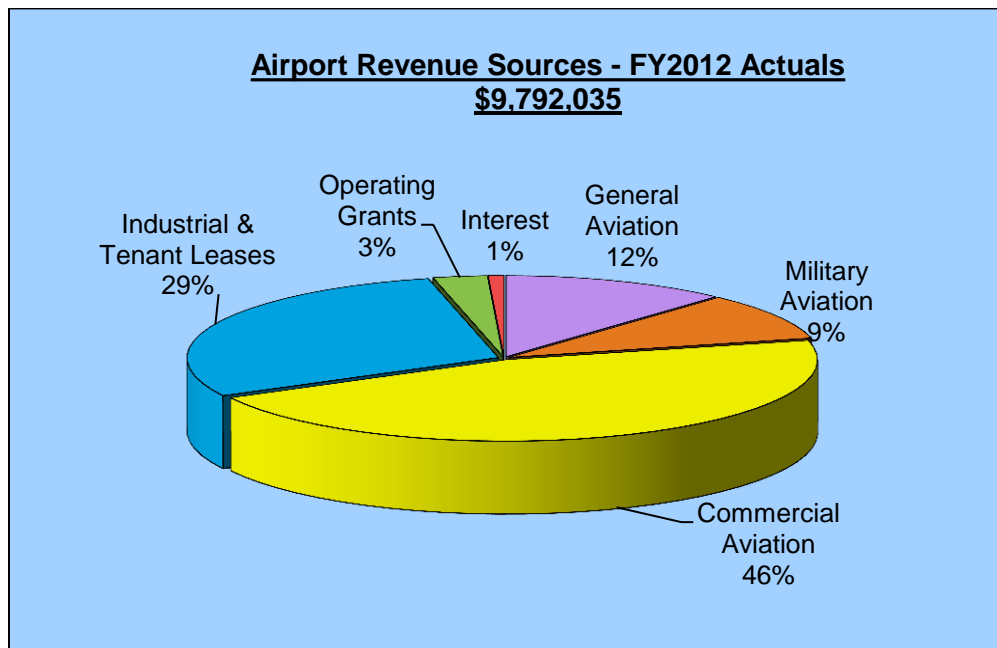
In 2004, the airport served 1,330,000 passengers which was a record high. By April of 2005, we had lost 74% percent of our airline service. Subsequently, Allegiant started service introducing 12 cities and now serves 24 non-stop destinations. In 2012, they carried over 90% of our passengers.

Although, the U.S. airline industry continues a pattern of bankruptcies and airline mergers resulting in shrinking seat capacity and an overall reduction in the number of airlines serving domestic and international destinations, Allegiant is a stable travel business. They have been profitable for 40 consecutive quarters (January 2013), selling travel packages which promote our tourism market. In addition to airline ticket sales, they generate at least 30% of their profit from ancillary income, including hotels and rental cars. We are the 4th largest destination in their over 70 city route system which they continue to expand nationally, and potentially internationally.



Airport Finances

The airport has \$15,000,000 in reserves and derives its revenue from two distinct budget programs, aviation and real estate.



Commercial aviation generates 46% and real estate 29% of our yearly revenue. PIE maintains commercial airline rates and charges that are amongst the lowest in Florida. For every \$2 in direct charges to the airlines, the airport receives approximately \$8 in indirect revenue from our share of concessions and parking.

There are 2,000 total acres of airport property with about 1,000 acres located outside of the terminal and airfield area. The FAA mandates that Pinellas County, as the airport sponsor, insure that the airport is as self-sustaining as possible and receives fair market value for the leasing of airport property. Facilities and businesses, such as the Criminal Justice Center, Pinellas County Jail, Cracker Barrel and Chick-fil-A restaurants, and parts of the Airport Business Center/Industrial Park, are located on airport property operating under long-term lease agreements. A 129 acre property, formerly Airco Golf Course, was recently re-zoned for future aviation and commercial development.

A financing plan for the development of a multi-year Capital Improvement Program (CIP) is prepared annually. The CIP focuses on a core strategy of leveraging non-airport funding sources in order to maximize the opportunity for capital improvement development and ensure the airport remains debt free. Our capital program is principally funded from FAA, FDOT, TSA grants, and Passenger Facility Charges (PFC's) collected by the airlines. At the current level of enplanements, PFC's generate about \$2,000,000 per year and can only be used for FAA approved capital projects. Between FY 2004 - 2012, the airport completed \$69,000,000 of capital projects with a direct airport contribution of only \$7,000,000, a cost of just ten cents on the dollar. Capital Projects completed during this 9-year time period included the extension of Runway 18-36, renovation of the terminal building, and the overlay of our secondary runway, Runway 4-22. Capital Project planning is coordinated with the FAA and FDOT on a 10-year planning cycle that is updated annually.

Airport Strategic Challenge Summary

The following section overviews the challenges facing St. Pete-Clearwater International Airport in advancing our mission.

Challenge - Succession Management: Within the next two years, 40% percent of key airport management positions (i.e. Airport Director, Deputy Director – Administration & Finance, Engineer, and Facilities Manager) may all become vacant as a result of a retiring workforce. Succession management planning is critical in filling these leadership positions and in the continued development of a high performance public service organization. The Airport Engineer and Facilities Manager, to be filled within the year, will need to be evaluated and possibly reclassified to adequately reflect the job responsibilities and ensure fair competitive compensation. These management positions will be advertised internally as well as externally (nationally) in order to attract the widest range of qualified applicants that have the potential for long-term retention.

Challenge - Increase Airline Service to Ensure PIEs Future Sustainability: The U.S. airline industry continues a pattern of bankruptcies and airline mergers resulting in shrinking seat capacity and an overall reduction in the number of airlines serving domestic and international destinations. There are also a number of intangible factors that influence our ability to recruit more air service, such as global economies, fuel prices, currency exchange, and environmental/weather impacts. Additionally, with the variety of air service options available in the Tampa Bay market, air service development is especially competitive.

One of the effects of the recession is the reticence of investors to lend money for the start-up of new entrant airlines that might consider PIE as their Tampa Bay home. In the short term, PIE's greatest vulnerability is its lack of diversity in airline partners and dependence on one airline as the primary source of aviation revenue.

Challenge - Maximize Community Relations: Similar to the County's vision of "25=1 municipalities and county working together", the airport works with numerous Chambers of Commerce and other organizations in Pinellas County to promote tourism and economic development. The airport balances memberships, committee participation, and sponsorships, along with hosting events at the airport to maximize engagement with the community and promotion of the airport and airlines. With the number of opportunities and competing demands, it is challenging to determine the best use of our limited resources.

Challenge - Improve Customer Service through Communications Technology: The airport relies on communications technology to engage with our customers. The airport's website, created over 10 years ago, is outdated. A new vendor will be selected this year to design and host www.fly2pie.com, creating a responsive web design to meet today's mobile customer demands. Additionally, social media will be expanded to meet current communication trends and engage our customers.

The airport's current WIFI system needs upgrading to adequately meet the demands of the traveling public and our tenants. Desired improvements for evaluation include an upgraded network, network classification, a new, more efficient router, and replacement of access radios and controllers.

Additionally, the airport is selecting a vendor to replace our Public Address System in the terminal and the Flight Information Display System (FIDS). The FIDS is also integrated into the website for flight information for the public. Our FIDS was created as a custom system in conjunction with the website over 10 years ago. A multi-user Flight Information System is needed to address current customer demands and standard practices. The Public Address System will also include interactive visual paging for improved customer service. Finally, an outside dynamic billboard sign at the entrance to the airport directed towards ongoing marketing objectives and notices for travelers would address a variety of communication challenges.

Challenge - Cost Effectively Manage Operational Resources to Meet Passenger Demand: Managing landside and airside operations brings unique challenges, especially with regard to staffing and facilities in response to airlines' changing schedules. Schedule changes occur based on peak travel days of the week, seasons, and holidays. To be cost effective, the airport must manage personnel costs by effectively allocating staff for peak demand periods. Additionally, there are large variations in activity within a single day starting with early morning peak hours of passenger departures that require extra coverage. In a typical day, there is an ebb and flow of activity with two to three peak banks of flights. Additionally, facility management is required to ensure adequate public parking, airline gate space, and passenger holdroom seating. Coordination with airport partners is needed to provide passenger services, and acceptable levels of TSA screening to minimize delays, congestion, and inconvenient wait times.

Challenge - Development of Airport Property and Concession Agreements to Remain Self-Sustaining: The Airport leases real estate consisting of vacant land, buildings, and terminal space for aviation and non-aviation purposes. Economic goals include generating additional airport revenue, increasing the tax base, reducing airport expenses, strengthening and diversifying the economy, and creating/retaining high wage jobs within the county. Airport property is made available for lease, conditioned upon obtaining a fair market value rate of return. A "No Rent" or excessively low rent lease will not be approved by the FAA since it would violate FAA grant assurances that the County must honor.

The Airport Layout Plan (ALP) depicts the entire airport property and illustrates both aviation and non-aviation land use and development opportunities. On the current ALP, the airport has 22.20 acres pending development, and approximately 149 acres reserved for future development. Lands for future development include the former Airco Golf Course site. The development of Airco is dependent on partnering with Economic Development to secure grant funding for infrastructure improvement to the site as well as a more favorable commercial market for prospective development.

Challenge - Maximize Funding for Airport Infrastructure Improvements: A funding plan for the airport's Capital Improvement Program (CIP) is prepared annually. The core strategy focuses on leveraging federal and state grants, along with PFC's, to keep the airport debt free and maximizing opportunities for capital improvement development.

A thorough review of the capital requirements for CIP development concepts are evaluated based on anticipated federal/state grant resources available. Annually, financial analytical models are developed based on a variety of project and funding assumptions, and include factors such as project costs and schedules, grant eligibility, grant receipts, use of PFC's, and airport funds. This development of an overall funding plan and options for the proposed CIP is re-evaluated on an ongoing basis as conditions warrant.

Challenge - Maintain a Sustainable Airport Infrastructure: The airport continuously evaluates all of its facilities as to existing conditions, opportunities to gain efficiency, and changes to meet future needs. This frequent monitoring and analysis allows the airport to plan and prioritize its' CIP Program such that the funding required to meet needs is also planned. Some of the projects currently being developed by the airport include, two phases of rehabilitation or reconstruction of most of our taxiways, expanding a chilled water HVAC system throughout the terminal for energy savings, and airfield drainage improvements as established by our Storm Water Management Plan.

Ensure Adequate Airport Access Resulting from Proposed Realignment of Roosevelt Boulevard by Florida Department of Transportation (FDOT): Roosevelt Boulevard is the primary access road for the airport. FDOT is currently finalizing plans to improve the adjacent segment of Roosevelt Boulevard to a six-lane partially controlled access facility as identified in the MPO Long Range Transportation Plan. The airport is responsible for project coordination between county departments, airport consultants, and the FDOT. The project consists of finalizing airport access details and identifies storm water pond locations for a roadway layout that is mutually acceptable to the FDOT and County. The project also includes negotiations with FDOT for the value of the land acquisition. The airport has reached a conceptual understanding with FDOT regarding future storm water pond locations, access issues, and design of a new internal airport access road that must be constructed due to FDOT's road realignment.

Airport Strategic Initiatives

The following section includes the Airport's Strategic Initiatives detailing strategies, action steps, and anticipated impacts as we plan for the upcoming budget cycle. The Appendix includes a SWOT analysis performed by the airport to identify strengths, weaknesses, opportunities, and threats facing the airport in advancing our mission. The SWOT was used as a planning tool in developing the Airport Strategic Plan.

DEPARTMENT NAME: Airport
IDENTIFY CHALLENGE: Succession Management
IDENTIFY INITIATIVE to Address Challenge: Update job classifications and fill vacancies for management positions.
IS THE INITIATIVE: EXISTING? <input type="checkbox"/> NEW? <input checked="" type="checkbox"/>
Comprehensive Plan Element(S) and Goals Implemented by this Initiative:
N/A
Alignment of Initiative with Board of County Commissioners' Strategic Direction
<ul style="list-style-type: none"> • Focus on Core Services <input type="checkbox"/> • Maximize and Improve Service Delivery <input checked="" type="checkbox"/> • Improve Efficiency of Operations <input checked="" type="checkbox"/> • Increase Community Partnership through Leadership and Improved communication <input type="checkbox"/> • High Performing Workforce <input checked="" type="checkbox"/>
DESCRIPTION/PURPOSE OF INITIATIVE: Identify key management positions (Airport Director, Deputy Director of Administration & Finance, Engineer, and Facilities Manager) that may all become vacant within the next 2 years and develop a Succession Management plan that is consistent with a High Performance Organization.
KEY STRATEGIES (EXISTING AND NEW): <ul style="list-style-type: none"> • Review industry classifications and compensation plans. • Update job classifications and request modifications and changes to compensation standards, as warranted, and obtain approval from Human Resources. • Identify need and budget to double encumber position(s) as required. • Recruit both internally (County) and externally (nationally) to fill position vacancies.
IMPACTS/OUTCOMES/RESULTS: <ul style="list-style-type: none"> • Attract and hire the most qualified and experienced applicants with the potential for long-term job retention.
KEY PARTNERS (INTERNAL AND EXTERNAL): Pinellas County Human Resources American Association of Airport Executives, Airports Council International – North America, Florida Airports Council, and Florida airports
IDENTIFY DEPARTMENT PROGRAM AREA(S): Aviation and Real Estate

DEPARTMENT NAME: Airport
IDENTIFY CHALLENGE: Increase airline service to ensure PIE's future sustainability.
IDENTIFY INITIATIVE: Gain new and expand existing scheduled and charter service (International or Domestic).
IS THE INITIATIVE: EXISTING? <input checked="" type="checkbox"/> NEW? <input type="checkbox"/>
Comprehensive Plan Element(S) and Goals Implemented by this Initiative:
Transportation Goal 2 (Objective 2.2)
Alignment of Initiative with Board of County Commissioners' Strategic Direction
<ul style="list-style-type: none"> • Focus on Core Services <input type="checkbox"/> • Maximize and Improve Service Delivery <input checked="" type="checkbox"/> • Improve Efficiency of Operations <input type="checkbox"/> • Increase Community Partnership through Leadership and Improved Communication <input checked="" type="checkbox"/> • High Performing Workforce <input type="checkbox"/>
DESCRIPTION/PURPOSE OF INITIATIVE: Increase scheduled and charter air service by adding new air carriers/charter tour operators and expand existing air carrier routes and frequencies to keep the airport self-sustaining in an industry that is reducing capacity due to mergers of air carriers and economic recession.
KEY STRATEGIES (EXISTING AND NEW): <ul style="list-style-type: none"> • Market PIE to airlines at airport/airline conferences. • Meet with targeted airlines at their headquarters. • Negotiate new Operating Agreement with Allegiant Air. • Keep airport costs low to remain competitive. • Market airport and airlines to local community. • Promulgate RFP for marketing consultant.
IMPACTS/OUTCOMES/RESULTS: <ul style="list-style-type: none"> • Increase passenger growth. • More seats in the market; increased tourism. • Airport continues to be self-sustaining.
KEY PARTNERS (INTERNAL AND EXTERNAL): Airlines, VSPC, Chambers, Industry/Community Partners, Consultants
IDENTIFY DEPARTMENT PROGRAM AREA(S): Aviation

DEPARTMENT NAME: Airport
IDENTIFY CHALLENGE: Maximize Community Relations
IDENTIFY INITIATIVE to Address Challenge: Develop partnerships with community for citizen engagement
IS THE INITIATIVE: EXISTING? <input checked="" type="checkbox"/> NEW? <input type="checkbox"/>
Comprehensive Plan Element(S) and Goals Supported by this Initiative:
Transportation Goal 2 (Objective 2.3)
Alignment of Initiative with Board of County Commissioners' Strategic Direction
<ul style="list-style-type: none"> • Focus on Core Services <input checked="" type="checkbox"/> • Maximize and Improve Service Delivery <input checked="" type="checkbox"/> • Improve Efficiency of Operations <input checked="" type="checkbox"/> • Increase Community Partnership through Leadership and Improved Communication <input checked="" type="checkbox"/> • High Performing Workforce <input checked="" type="checkbox"/>
DESCRIPTION/PURPOSE OF INITIATIVE: Develop and engage in partnerships with business, community and educational organizations to expand citizen engagement and outreach.
KEY STRATEGIES (EXISTING AND NEW): <ul style="list-style-type: none"> • Participate in chambers and organizations that enhance visibility of airport and airlines. • Align budget resources for memberships/sponsorships to maximize marketing benefits. • Develop programs with educational, community and business organizations to promote airport and airlines.
IMPACTS/OUTCOMES/RESULTS: <ul style="list-style-type: none"> • Maximize tourism through partnerships. • Maximize use of airport and airlines, expanding passenger growth and revenues. • Increased community engagement.
KEY PARTNERS (INTERNAL AND EXTERNAL): Chambers of Commerce, Community/Business/Education organizations, Airport Partners (airlines, tenant business, etc), VSPC, Communications, Economic Development
IDENTIFY DEPARTMENT PROGRAM AREA(S): Aviation

DEPARTMENT NAME: Airport
IDENTIFY CHALLENGE: Improve Customer Service through Communications Technology
IDENTIFY INITIATIVE to Address Challenge: Develop new website/social media program and provide enhanced technology infrastructure for improved customer service
IS THE INITIATIVE: EXISTING? <input checked="" type="checkbox"/> NEW? <input checked="" type="checkbox"/>
Comprehensive Plan Element(S) and Goals Supported by this Initiative:
N/A
Alignment of Initiative with Board of County Commissioners' Strategic Direction
<ul style="list-style-type: none"> • Focus on Core Services <input checked="" type="checkbox"/> • Maximize and Improve Service Delivery <input checked="" type="checkbox"/> • Improve Efficiency of Operations <input checked="" type="checkbox"/> • Increase Community Partnership through Leadership and Improved communication <input checked="" type="checkbox"/> • High Performing Workforce <input checked="" type="checkbox"/>
DESCRIPTION/PURPOSE OF INITIATIVE:
Develop new responsive website and expanded social media program and improve communications infrastructure in order to enhance customer service and marketing outreach.
KEY STRATEGIES (EXISTING AND NEW):
<ul style="list-style-type: none"> • In coordination with BTS, evaluate new wifi technology infrastructure and costs, including proposed upgrading of network and network classification, installing new, more efficient router, and replacing access point radios and controllers). • Contract with vendor and create new responsive website. • Expand social media for marketing outreach. • Replace public address system, adding interactive visual paging; replace flight information display system. • Evaluate purchase of outdoor dynamic billboard signage.
IMPACTS/OUTCOMES/RESULTS:
<ul style="list-style-type: none"> • Improve access to technology for customers (including tenants). • Increase marketing of airport via web/social media and dynamic billboard. • Increase ease of use and access to information for customers.
KEY PARTNERS (INTERNAL AND EXTERNAL):
BTS, Airport Partners (airlines, tenants), Vendors
IDENTIFY DEPARTMENT PROGRAM AREA(S): Aviation

DEPARTMENT NAME: Airport
IDENTIFY CHALLENGE: Cost Effectively Managing Operating Resources to Meet Passenger Demand
IDENTIFY INITIATIVE to Address Challenge: Manage changes in passenger traffic levels requiring flexibility in resources.
IS THE INITIATIVE: EXISTING? <input checked="" type="checkbox"/> NEW? <input type="checkbox"/>
Comprehensive Plan Element(S) and Goals Supported by this Initiative:
Transportation Goal 2 (Objectives 2.2 and 2.4)
Alignment of Initiative with Board of County Commissioners' Strategic Direction
<ul style="list-style-type: none"> • Focus on Core Services <input type="checkbox"/> • Maximize and Improve Service Delivery <input checked="" type="checkbox"/> • Improve Efficiency of Operations <input checked="" type="checkbox"/> • Increase Community Partnership through Leadership and Improved communication <input type="checkbox"/> • High Performing Workforce <input checked="" type="checkbox"/>
DESCRIPTION/PURPOSE OF INITIATIVE: Planning for changes in passenger traffic (daily, seasonal, holiday) requires staffing and facility management while operating within budget constraints.
KEY STRATEGIES (EXISTING AND NEW): <ul style="list-style-type: none"> • Analysis of advanced airline schedules • Staffing levels and scheduling flexibility • Planning for peak hour traffic (curbside, parking lots, vehicles) • Coordination with tenants and TSA • Planning for facility constraints (aircraft gate parking, passenger hold room capacity) • Managing changes due to delays and diversions (mechanical, local/national weather)
IMPACTS/OUTCOMES/RESULTS: <ul style="list-style-type: none"> • Adequate staffing levels for customer service • Adequate facilities for customers • Availability of public parking options • Full utilization of aircraft parking positions
KEY PARTNERS (INTERNAL AND EXTERNAL): Airlines, Tenants, TSA, Vendors
IDENTIFY DEPARTMENT PROGRAM AREA(S): Aviation

DEPARTMENT NAME: Airport
IDENTIFY CHALLENGE: Development of Airport Property and Concession Agreements to remain Self-sustaining.
IDENTIFY INITIATIVE to Address Challenge: Marketing and leasing of airport property and concession agreements to maximize revenue.
IS THE INITIATIVE: EXISTING? <input checked="" type="checkbox"/> NEW? <input type="checkbox"/>
Comprehensive Plan Element(S) and Goals Supported by this Initiative:
Future Land Use Goal 1 (Objective 1.15.3 & 1.15.4) and Transportation Goal 2 (Objective 2.2)
Alignment of Initiative with Board of County Commissioners' Strategic Direction
<ul style="list-style-type: none"> • Focus on Core Services <input checked="" type="checkbox"/> • Maximize and Improve Service Delivery <input type="checkbox"/> • Improve Efficiency of Operations <input type="checkbox"/> • Increase Community Partnership through Leadership and Improved communication <input type="checkbox"/> • High Performing Workforce <input type="checkbox"/>
DESCRIPTION/PURPOSE OF INITIATIVE:
Maximize real estate revenue growth by renegotiating existing leases, and marketing available airport property leases and terminal concessions.
KEY STRATEGIES (EXISTING AND NEW):
<ul style="list-style-type: none"> • Promulgate Request for Negotiations (RFN) for properties available for lease. • Coordinate with Economic Development to procure lease prospect leads, and procure grant funding for development infrastructure. • Generate terminal parking concession Request for Proposal (RFP).
IMPACTS/OUTCOMES/RESULTS:
<ul style="list-style-type: none"> • Maximize Airport revenue to remain self-sufficient. • Derive economic benefits for the County.
KEY PARTNERS (INTERNAL AND EXTERNAL):
County Attorney, Economic Development, Real Estate Management, Purchasing Department Airport Tenants
IDENTIFY DEPARTMENT PROGRAM AREA(S): Real Estate

DEPARTMENT NAME: Airport
IDENTIFY CHALLENGE: Maximize funding for Airport Infrastructure Improvements
IDENTIFY INITIATIVE to Address Challenge: Develop a multi-year Capital Improvement funding program
IS THE INITIATIVE: EXISTING? <input checked="" type="checkbox"/> NEW? <input type="checkbox"/>
Comprehensive Plan Element(S) and Goals Implemented by this Initiative:
Transportation Goal 2 (Objectives 2.2 and 2.4)
Alignment of Initiative with Board of County Commissioners' Strategic Direction
<ul style="list-style-type: none"> • Focus on Core Services <input checked="" type="checkbox"/> • Maximize and Improve Service Delivery <input checked="" type="checkbox"/> • Improve Efficiency of Operations <input checked="" type="checkbox"/> • Increase Community Partnership through Leadership and Improved communication <input type="checkbox"/> • High Performing Workforce <input checked="" type="checkbox"/>
DESCRIPTION/PURPOSE OF INITIATIVE: Development of a multi-year CIP funding program for the purpose of leveraging Federal and State Grants, along with Passenger Facility Charges in order to allow the airport to maximize the opportunity for capital improvement development.
KEY STRATEGIES (EXISTING AND NEW): <ul style="list-style-type: none"> • Pursue Federal FAA Entitlement and Discretionary Grants • Pursue State of Florida Aviation Grants and petition for State "fall-out" monies • Promulgation of a new Airport Passenger Facility Charge and receive FAA approval • Protect/leverage Airport Reserves • Involve cross section of Airport staff in developing the CIP
IMPACTS/OUTCOMES/RESULTS: <ul style="list-style-type: none"> • FAA approved PFC and Joint Automated Capital Improvement Program (JACIP) with developed funding strategy • Allows the airport to remain self-sufficient and continue to operate safely • Improves airline and passenger experience • Preserves Airport Fund Balance • Airport remains debt-free
KEY PARTNERS (INTERNAL AND EXTERNAL): DEI & OMB Federal Aviation Administration, Florida Department of Transportation, Airlines, & Tenants
IDENTIFY DEPARTMENT PROGRAM AREA(S): Airport Capital Projects Program

DEPARTMENT NAME: Airport
IDENTIFY CHALLENGE: Maintain a Sustainable Airport Infrastructure.
IDENTIFY INITIATIVE to Address Challenge: Evaluate airport infrastructure and update Airport CIP Program.
IS THE INITIATIVE: EXISTING? <input checked="" type="checkbox"/> NEW? <input type="checkbox"/>
Comprehensive Plan Element(s) and Goals Supported by this Initiative:
Transportation Goal 2 (Objectives 2.2 & 2.4)
Alignment of Initiative with Board of County Commissioners' Strategic Direction
<ul style="list-style-type: none"> • Focus on Core Services <input checked="" type="checkbox"/> • Maximize and Improve Service Delivery <input checked="" type="checkbox"/> • Improve Efficiency of Operations <input checked="" type="checkbox"/> • Increase Community Partnership through Leadership and Improved communication <input type="checkbox"/> • High Performing Workforce <input checked="" type="checkbox"/>
DESCRIPTION/PURPOSE OF INITIATIVE: Update Airport CIP to maintain safe operations, improve facility efficiency and meet future needs.
KEY STRATEGIES (EXISTING AND NEW): <ul style="list-style-type: none"> • Annual evaluation and update of CIP projects. • Meet new FAA taxiway requirements / Design Phase I & II of Taxiway Project • Concept development for next phase of terminal improvements. • Complete Phase II construction of Master Drainage Plan. • Begin Taxiway construction pending funding assessment.
IMPACTS/OUTCOMES/RESULTS: <ul style="list-style-type: none"> • Updated airfield infrastructure. • Improved airport access, utilization, and efficiency. • Regulatory compliant facilities. • Lower operation and maintenance costs.
KEY PARTNERS (INTERNAL AND EXTERNAL): Law Enforcement Agencies, FAA, FDOT, TSA
IDENTIFY DEPARTMENT PROGRAM AREA(S): Aviation

DEPARTMENT NAME: Airport
IDENTIFY CHALLENGE: Ensure Adequate Airport Access Resulting from proposed Realignment of Roosevelt Boulevard by Florida Department of Transportation (FDOT)
IDENTIFY INITIATIVE to Address Challenge: Negotiate a transportation access plan to the airport with FDOT.
IS THE INITIATIVE: EXISTING? <input checked="" type="checkbox"/> NEW? <input type="checkbox"/>
Comprehensive Plan Element(S) and Goals Supported by this Initiative:
Transportation Goal 2 (Policy 2.4.3)
Alignment of Initiative with Board of County Commissioners' Strategic Direction
<ul style="list-style-type: none"> • Focus on Core Services <input checked="" type="checkbox"/> • Maximize and Improve Service Delivery <input checked="" type="checkbox"/> • Improve Efficiency of Operations <input checked="" type="checkbox"/> • Increase Community Partnership through Leadership and Improved communication <input type="checkbox"/> • High Performing Workforce <input type="checkbox"/>
DESCRIPTION/PURPOSE OF INITIATIVE:
Reach a mutually acceptable design standard with FDOT for Airport access and internal roadway system, associated value for right-of-way acquisition, and cures for damages.
KEY STRATEGIES (EXISTING AND NEW):
<ul style="list-style-type: none"> • Achieve mutual acceptance of engineering plans and valuation of any land taking. • Receive BCC approval. • Receive FAA approval.
IMPACTS/OUTCOMES/RESULTS:
<ul style="list-style-type: none"> • Receive fair market value for land acquisition and associated damages and cures. • Obtain easy access to airport. • No airport financial investment of reserves required. • Improved Terminal circulation road and customer parking layout.
KEY PARTNERS (INTERNAL AND EXTERNAL):
County Attorney, Real Estate Management, Department of Environment and Infrastructure, Planning FDOT, Consultants
IDENTIFY DEPARTMENT PROGRAM AREA(S): Real Estate

Appendix

St. Pete-Clearwater International Airport (PIE)
SWOT Analysis 2013

The airport developed this SWOT analysis after a team discussion of our strengths, weaknesses, opportunities, and threats in meeting current and future needs of the airport and its customers. Strengths and weaknesses are current and internal in nature; whereas opportunities and threats are oriented in the future and external in nature.

The airport has organized the factors impacting the airport in the following categories: Resources – People, Resources – Facilities/Property, Relationships, Marketing, Operations, and Finance/Economic/Regulatory.

STRENGTHS

Strengths are defined as current positive attributes of the organization and contribute to our ability to attain our goals.

Resources - People

- Strong and engaged team dynamic
- Responsive visionary management
- Experienced and motivated staff
- Dedicated, independent, experienced volunteers

Resources – Facilities/Property

- Available land and lease space
- Newly remodeled Terminal with infrastructure improvements
- Landside and Airside improvements
- One of the largest US Coast Guard air stations in the world
- Airfield infrastructure is capable of handling modern fleet of international flights
- Diverse general and corporate aviation facilities
- Location in Tampa Bay

Relationships

- Strong customer and community relations
- Positive, strong relationships with funding agencies
- Strong corporate aviation community

Marketing

- Active pursuit of new or expanded air service
- Low fare, non-stop air service to destinations not served otherwise in the Tampa Bay region
- Award-winning tourist destination
- Growing passenger base and revenues
- New brand messaging and logo currently saturating market

Operations

- Diversity of airport operations
- Recognized, consistent history of safe and secure airport operations
- Customer centric approach
- Personal interaction and response to customers (receptionist-various staff working in terminal)
- Ease and convenience of Terminal facility
- Close parking

Finance/Economic/Regulatory

- Strong financial outlook for the next decade
- Increasing reserves
- Debt free
- Adept at creating new revenue opportunities
- Flexible / diverse financing of capital projects through the use of federal and state grants as well as proceeds from Passenger Facility Charges
- Low airport rates & charges

WEAKNESSES

Weaknesses are defined as current factors that may detract from our ability to attain our goals. These are internal factors that guide our work and focus our attention.

Resources - People

- People in key leadership positions are retiring
- Aligning staff skills and attributes with current and future needs.
- Lack of staff

Resources – Facilities/Property

- Constraints on ability to expand passenger amenities based on existing passenger levels and terminal space limitations
- Off-airport roadway directional signage (FDOT)
- Lack of infrastructure at AIRCO site

Marketing

- Limited funding for marketing promotions
- Marketing businesses within the terminal.
- Limited local public awareness of our airport and range of passenger airline services
- Lack of diversity of airlines and to some extent airline name recognition
- Track record of stable airlines
- Differentiating PIE from other local airports as a Tampa Bay destination (e.g. airline marketing)

Operations

- Staffing levels during peak passenger activity
- Parking limitations
- Lack of afterhours personnel

Finance/Economic/Regulatory

- Diversity of revenue related to airline passenger service; dependence on one major airline
- Inability to issue revenue bonds for large scale development
- Uncertain availability of FAA funding for airfield capital improvement projects

OPPORTUNITIES

Opportunities are future possibilities for the airport to focus our efforts on that could advance our mission.

Resources – People

- Opportunities to recruit new staff to expand knowledge, skills, and experience base

Resources – Facilities/Property

- Reducing impervious surfaces to maximize future environmental credits
- Development of existing property for revenue enhancement
- Lease renegotiations

Relationships

- Leveraging relations with FAA and FDOT to enhance untraditional funding options
- Continued cultivation of strong area chamber support

Marketing

- Expanding existing airline service
- Airline/charter recruitment and retention
- Trademarking and Branding
- Award-winning tourist destination marketing
- Marketing outreach opportunities – Responsive website redevelopment, social media, dynamic billboard signage

Operations

- Customer service improvement partnership with airlines
- New PA system
- FIDS system

Finance/Economic/Regulatory

- Defining new revenue streams to increase profitability
- Damages and cures from FDOT's Roosevelt realignment project

THREATS

Threats are future factors which may be beyond PIE's control and could place our mission or operations at risk.

Resources – People

- Inability to hire and retain highly qualified employees
- Staff turnover

Resources – Facilities/Property

- FDOT signage
- Traffic congestion/road work on Roosevelt access road
- Technology infrastructure
- SR 686 Roosevelt Realignment

Relationships

- Federal budget challenges creating uncertainty

Marketing

- Dependency on one primary carrier
- Shrinking airline industry in an already competitive market
- Close proximity to TPA
- Aging airport infrastructure
- New airlines competing directly with Allegiant in the same markets

Operations

- Vulnerability to natural disasters
- Staffing levels of airport partners

Finance/Economic/Regulatory

- New unfunded mandates
- Environmental restrictions on future development
- Loss of TSA LEO funding

Other

- Technological adaptability