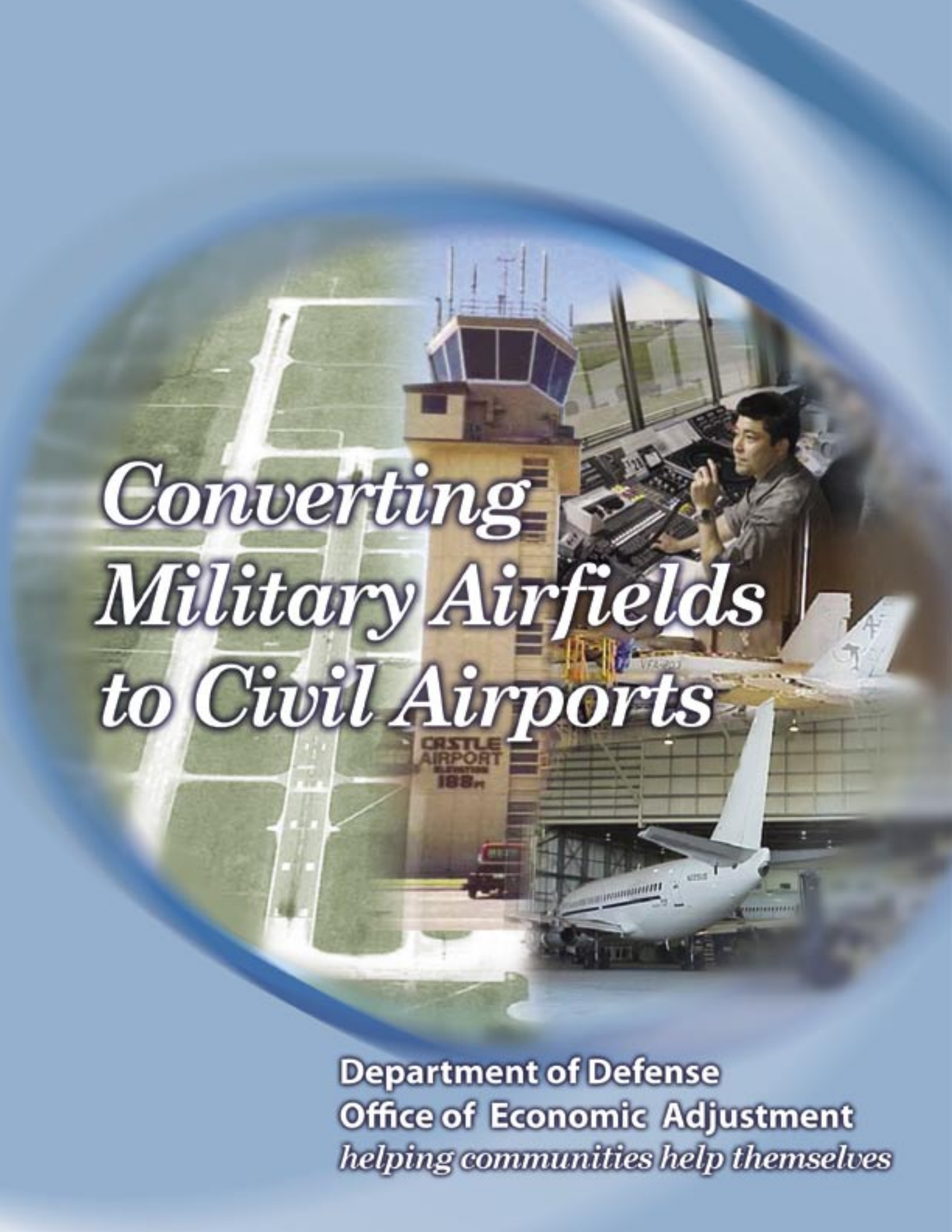




# *Converting Military Airfields to Civil Airports*

**Department of Defense  
Office of Economic Adjustment**  
*helping communities help themselves*

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The Office of Economic Adjustment (OEA) periodically prepares and distributes community guidance manuals to assist communities dealing with the issues arising from military base closures/realignments, and base redevelopment. This manual is intended to provide information and procedural guidance on converting former military airfields to public civilian aviation use.

When a base closes, the former military property often presents the affected community with the single greatest asset for overcoming the job losses and other local impacts. Former military airfields often include runways that can accommodate the largest civil aircraft as well as ready-to-use land, buildings, and equipment. If a community determines an opportunity exists for civilian aviation use, airfield conversions have proven to be a vital economic engine for job creation and economic growth.

The information in this manual is intended to provide you with a good initial overview, including detailed information on the process to convert former military airfield property to public civilian aviation use, the role of and assistance available from the Federal Aviation Administration, as well as case studies from the local perspective of successful airfield conversions. Additionally, we include websites and points of contact to help you work through the many considerations associated with an airfield conversion.

Additional information about OEA, related links, and community contacts can be found at [www.oea.gov](http://www.oea.gov). We hope you find this manual helpful.

*Patrick J. O'Brien*

*Director*

*Office of Economic Adjustment*

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## **Foreword**

American military bases open, close, contract, or expand to satisfy Defense changes and meet national security challenges. Between 1988 and 1995, 387 military installations were approved for closure or realignment (97 were classified as major closures and 55 as major realignments). During these closure years, communities selected 24 of 49 former military airfields for conversion to civil uses, ranging from major metropolitan airports to cargo hubs and general aviation. It was determined during the reuse planning process that many of these former airfields could be a primary engine for attracting new businesses, creating new jobs, and expanding the local economy.

The effects of military base closures and realignments are felt locally. Jobs are lost, often large parcels of land are made available for civilian uses, or a significant influx of personnel may strain the local capacity to provide housing, infrastructure, and community services. These Defense actions create challenges for community leaders; thus, the Defense Economic Adjustment Program and the Office of Economic Adjustment (OEA) were established to help alleviate the adverse effects of Defense actions, including military base closures and realignments, and to provide transitional guidance to communities. An orderly economic adjustment transition process has evolved. For base closures and realignments, Congress has prescribed the organization, procedures, and timing for local activities that deal with surplus base property.

OEA publishes community guidance manuals in order to help communities steer their way through the often traumatic and confusing adjustment period. These manuals elaborate on the basic direction and principles described in “Responding to Change: Communities & BRAC.” Readers should understand that the actions addressed in each manual relate to a local adjustment program and a single organization that is the focus for all activities. All OEA guidance publications are available on the OEA website [www.oea.gov](http://www.oea.gov)

The purpose of this manual is to provide guidance and information to State and local governments that are interested in converting a former military airfield to public aviation uses. (An executive summary of the specific conversion steps is available in Appendix I.) Conversions have proven to be among the most beneficial civilian reuses of military airfields, providing communities an opportunity to take over an operating airport to serve as a driver of new jobs and economic activity. Some examples of communities that have benefited from converting a former airfield include Pease Air Force Base, NH, which increased civilian jobs to 5,124 from 1,170 in 1991; England Air Force Base, LA, which increased jobs to 1,963 from 682 in 1992; Bergstrom Air Force Base, TX, which increased jobs to 4,359 from 927 in 1993; and Castle Air Force Base, CA, which increased jobs to 2,326 from 1,149 in 1995.

## **The Military Airfield Conversion Opportunity**

As the aviation industry recovers from the economic downturn of 2001, air traffic growth will again bring airport and airway infrastructure issues to the forefront. The Federal Aviation Administration (FAA) has forecast passenger enplanements to return to pre-9/11 levels in 2005, and passenger enplanements are forecast to grow at an average annual rate of 4.3 percent through 2015. Owing to the shift to Internet shopping, air cargo demand is also growing rapidly. System capacity must be expanded to meet the projected demand. A recovery in demand for commercial air transportation, along with the rapid expansion of general aviation (private and corporate aircraft), will continue to strain the existing aviation system.

The 2004 Department of Transportation (DoT)/FAA report on “Capacity Needs in the National Airspace System” concluded that the predominant trend over the next two decades will be the expansion of existing airports to meet forecast demands. But even planned improvements will not be sufficient at some locations. Therefore, plans for capacity enhancements, including new runways and in limited cases new airfields, must continue, and more new runways must be planned. A complete breakdown of airports and areas requiring increased capacity can be found at <http://faa.gov/arp/publications/reports/index.cfm>

By converting former military air bases to civilian airports, many communities, big and small, have been able to improve their air links and tap new economic growth potential. Communities with inadequate airports may acquire former military airfields as supplements or replacements for old airports. Sacramento’s air cargo center is the former Mather Air Force Base, freeing up capacity for passenger air traffic growth at the area’s principal passenger airport. About a third of the converted military airfields in the last round of base closures found their role as reliever airports in metropolitan areas.

**Bergstrom Air Force Base**, Austin, TX (BRAC 91), now called Austin-Bergstrom International, was one of the most dramatic military base conversions ever accomplished. The city was poised to buy land for a new airport, but fortunate timing allowed Austin to convert the closed air base. On May 2, 1999, the first scheduled passenger flight landed at the new airport, ushering in a new era of air service for Austin and central Texas. (Cargo operations actually began in 1997.) The City of Austin estimates it saved \$200 million in land acquisition and runway construction costs alone by transforming the former Air Force base into the \$690 million international airport. By 2012, more than 16,000 new jobs are expected to be associated with the airport and more than 725,000 square feet of new development drawn to the surrounding area.

## ***Former military airfields and the current civil airport inventory***

In 2002, there were 3,344 airports in the nation's air transport system. More than 500 of these were at one time military airfields or are currently being jointly used by military and civil aircraft. Many of these are large hubs. Examples include Hartsfield International in Atlanta, Chicago O'Hare, Oakland International, John Wayne-Orange County, Orlando International, Myrtle Beach International, Charleston, SC, and many other major airports. For many years the Territory of Guam jointly used Naval Air Station Agana as its vital international airport. When the Naval Air Station closed in 1995, all of the airfield, its air traffic control system, and much of the abutting land were transferred to the Guam Airport Authority.

### ***Joint-Use Airfields***

Joint-Use Airfields are owned and operated by the Department of Defense but civilian use is permitted. While joint use is authorized by Federal law, each service must determine whether civilian operations are compatible with the military mission. The process must be initiated by the local airport sponsor in a formal proposal to the base commander. The proposal should include all the information needed to assess the impact of the civilian use on the military mission through a 5-year projection of the civilian operations. Such agreements can be mutually beneficial because of the shared cost of operation. The joint-use agreement must also be compatible with FAA grant and deed assurances. The civilian portion of a joint-use airport is eligible for FAA funding for airport improvements. As of 2002, 22 active military airfields were being jointly used with civilian aircraft operations (see list at Appendix III). *As a result of base closures, the DoD retained parts of Grissom, March, Homestead, and Kelly Air Force Bases for DoD aviation components, although most of the airfields at these bases became available for joint civilian use.*

A list of military airfields that transferred to civil sponsorship can be found in Appendix IV. A few former military airfields deemed by the FAA to have civil aviation potential were not accepted by their communities and were redeveloped for non-aviation uses.

## **Guidelines to Airfield Conversion**

### ***NPIAS, Gateway to Military Airfield Conversion***

To help meet the nation's anticipated demand for air transport, the Federal Aviation Administration maintains the National Plan of Integrated Airport Systems (NPIAS). Airports included in the NPIAS are public airports considered to be safe, efficient, and integrated into the system of airports needed to meet the needs of civil aviation, national

defense, and the Postal Service. The airport authorities operating them are eligible to receive grants from the Aviation Trust Fund through the Airport Improvement Program (AIP). Congress has set aside a portion of this funding for former military airports in the Military Airport Program (MAP), described in more detail later.

The NPIAS report is prepared and published by the FAA every 2 years. The June 2004 NPIAS report identified about 3,344 airports needed for the nation's passenger and air cargo transport. Of these, only about 510 are served by scheduled air carriers.

Why is the NPIAS important? A proposed airport must be in the NPIAS to receive FAA funding from the AIP and MAP. Upon declaring a military airfield surplus, the Military Department (Army/Navy/Air Force) will notify the FAA that it is available for transfer. The FAA will determine if the airfield qualifies for the NPIAS and for transfer as a public airport. Most States have a State airport plan as well, and inclusion in it is sometimes a preliminary step toward listing in the NPIAS. It is important for State or local governments interested in sponsoring or promoting an airport conversion to take the initiative by contacting both the FAA airports division regional office and the State aviation office. This should be done as early as possible. Ultimately, it is the airport sponsor's responsibility to ensure that the FAA includes its airport in the NPIAS by submitting an official request to the FAA.

Where does a former military airfield fit into the airport system? The NPIAS categorizes airports as three major types: (1) commercial service airports, (2) reliever airports, and (3) general aviation airports. These classifications provide the basis for distribution of FAA funding.

- 1) Commercial service airports are defined as public airports receiving scheduled passenger service and having 2,500 or more enplaned passengers per year. There are 510 commercial service airports, 383 of which have more than 10,000 annual passenger enplanements and are classified as primary airports. Primary airports receive an annual apportionment of at least \$1 million in AIP funds, with the amount determined by the number of enplaned passengers. Primary airports are grouped into the following four categories:
  - a) Large hub airfields each account for at least 1 percent of total U.S. passenger enplanements. There are 31 large hub airports, accounting for 70 percent of all enplanements.
  - b) Medium hubs each account for between 0.25 percent and 1 percent of total passenger enplanements. There are 37 medium hub airports, accounting for 20 percent of all enplanements.
  - c) Small hubs each account for between 0.05 percent to 0.25 percent of total passenger enplanements. There are 68 small hub airports, accounting for 8 percent of all enplanements.

- d) Non-hubs are defined as airports that enplane less than 0.05 percent of all commercial passenger enplanements but more than 10,000 annual enplanements. There are 247 non-hub airports, accounting for 2 percent of all enplanements.
- 2) Reliever airports are airports in metropolitan areas that are intended to reduce congestion at large commercial airports by providing pilots with alternative landing areas or by accommodating traffic from nearby congested airports. Relievers must have at least 100 based aircraft or 25,000 itinerant (stopover) operations. There are 278 reliever airfields, all of which are included in the NPIAS.
- 3) General aviation airports serve less congested metropolitan areas, smaller communities, and remote locations, providing rural areas access to the aviation system. There are 2,556 general aviation airports in the NPIAS. General aviation airports should meet the criteria of having at least 10 locally based aircraft and be located at least 20 miles or 30 minutes from the nearest NPIAS airport.

### ***Identify an Airport Sponsor***

The acquisition and conversion of a former military airfield takes a great deal of planning, most of which will be done by the State or community that steps forward as the airport sponsor. By sponsor, we mean a State, political subdivision, municipality, or tax-supported institution willing and able to own and operate the airport. Only tax-supported State and local governmental entities are eligible to receive surplus military property (airfields).

### ***Coordination with OEA***

To begin the base reuse planning process, the DoD Office of Economic Adjustment (OEA) recognizes a Local Redevelopment Authority (LRA), which is responsible for reuse planning of the surplus property. The LRA is a unit of State or local government, but it may or may not be the same entity that sponsors the airport. Early in the base reuse planning process, the LRA will be advised of the availability of surplus military property. This occurs after the DoD has notified potential Federal users, like the FAA, of available excess property. Potential airport proponents should, however, begin working with the LRA, local FAA officials, and State aviation agencies as soon as a military airfield is designated for closure. This early initiative could provide opportunities for interaction with the military operators of the airfield prior to closure, facilitating a seamless transfer. Information on former and current OEA-recognized LRAs and their reuse efforts can be obtained from OEA or by visiting the OEA website at [www.oea.gov](http://www.oea.gov)

## ***Prepare the Airport Master Plan***

Early airport planning is essential and must be coordinated closely with various local stakeholders, such as State and local governments, the DoD, and the local community (through various outreach mechanisms, including public meetings). Since the LRA will include extensive stakeholder participation in its planning, the airport sponsor will want to start coordinating its efforts with those of the LRA.

**Concurrent Planning:** The disposing Military Department will not normally transfer public benefit property, such as an airfield, unless the new use is in the community's base reuse plan. Base reuse planning should be performed concurrent with development of an Airport Master Plan (AMP), which also includes an Airport Layout Plan (ALP), to determine the feasibility and viability of operating the airport and the amount of land needed to ensure sustainability. If the LRA is not the airport sponsor, it is incumbent upon the LRA to coordinate with the airport sponsor to ensure that airport planning is fully considered in the base reuse planning process.

**Airport Master Plan:** The AMP is the key document for determining the airport classification for its civil role and its eligibility for FAA funding and no-cost transfer to a civil airport sponsor. Preparation of the AMP should begin concurrently with the base reuse plan, and the work should be coordinated. The plan identifies (1) current and a 20-year projection of aeronautical needs of the geographic area served, (2) associated environmental impacts, and (3) facility requirements and capital development needs. Included in the AMP will be:

- an operations and business plan, showing the extent to which the airport will be self-supporting;
- communications and navigational aids needed for the civil airport;
- a multi-year capital development plan; and
- an Airport Layout Plan (ALP).

The ALP particularly should be done in coordination with the base reuse plan, since the land use in one area affects that in the others. The Airport Layout Plan is usually more detailed than the base reuse plan.

Grant funding for the AMP should be available from AIP funds administered by the FAA. Recipients of these grants are not necessarily the airport sponsors who will later own and operate the airports. Local government planning departments, for example, may apply for these grants prior to determination of the airport owner/operator. Later, however, the airport sponsor will have to show land ownership to get funding for capital improvements. This funding is also from the AIP, which includes a military airport set-aside. Guidance on preparing and applying for funding is available at [www.faa.gov/arp/400home.cfm](http://www.faa.gov/arp/400home.cfm)

## ***Environmental review and impact analysis***

Environmental review and impact analysis is normally developed during the Airport Master Planning process and incorporated into the DoD property disposal Environmental Assessment (EA) required by the National Environmental Policy Act (NEPA) and applicable State environmental assessments. The disposing Military Department is responsible for conducting the NEPA analysis and producing the required documentation. Based on the results reported in the EA and any other investigations, the disposing Military Department will prepare either a Finding of No Significant Impact (FONSI) or an Environmental Impact Statement (EIS), which may require additional investigation and analysis. If the airfield is not deactivated and contamination is not significant, an EA may be all that is required. The Environmental Protection Agency (EPA) and the FAA (a cooperating agency in the EIS process) work closely with the Military Department in preparing the EIS, if required. Both the FAA and the Military Department will normally issue the Records of Decision (ROD) that are required to conclude the NEPA process for the airport. The FAA is bound by statutory and regulatory requirements to evaluate the environmental (noise, traffic, pollution) consequences of all proposed developments on the approved Airport Layout Plan. The applicable regulations include but are not limited to NEPA, the Clean Air Act, and the Airport and Airway Improvement Act. For more information on the environmental review process, contact your regional FAA or EPA office.

## **Acquiring a Former Military Airfield**

### ***Applying for land and improvements:***

An airport sponsor applies to the Military Department disposing of the surplus property for an aviation Public Benefit Conveyance (PBC). The sponsor is typically an existing airport authority serving the area in which the base is located. However, the sponsor could be a local or State government not currently operating an airport. The Local Redevelopment Authority, which could be the airport sponsor, and the FAA should already be working with the Military Department personnel who will handle the airport PBC application. While the FAA reviews the application for airport property, the disposing Military Department may not accept the application unless it is consistent with the local base reuse plan developed by the LRA. To qualify for FAA resources the airfield should be conveyed under an airport PBC, even though other conveyance mechanisms may be available.

The PBC application will completely describe the property being acquired, easements to be acquired, and easements reserved to other owners. The application should include land as well as buildings and surplus equipment (personal property) needed for airport operation. Land and buildings need not be limited to those directly used for airport

operations. The request may include land and improvements for commercial development that will support the airport through the revenue produced. Bear in mind that proceeds from property acquired through an airport PBC may only be used for airport purposes and the property can only be leased, not sold. The Military Department will prepare documentation for the transfer and will request from the FAA a recommendation as to the need (public benefit) of the proposed airport and the qualifications of the sponsors. The FAA will submit a “determination of suitability to transfer” letter to the Military Department as part of the PBC process.

## **Public Benefit Conveyance (PBC) of Military Property for Civil Use**

Congress has created a number of authorities for transferring surplus Federal property to eligible recipients who have viable plans for reusing the property for approved public purposes. One such public purpose is a civil airport. Section 13 (g) of the Surplus Property Act of 1944 (49 U.S.C. 47151), which is continued in effect by section 602(a) of the Federal Property and Administrative Services Act of 1949 and amended by Public Law 311, 81st Congress (50 U.S.C. App. 1622(a)-(c)), authorizes the conveyance or disposal of all right, title, and interest of the United States in and to any surplus real property or personal property (excluding highest and best use property which is determined by the Administrator to be industrial) to any State, political subdivision, municipality, or tax-supported institution without monetary consideration to the United States. Such property must be determined by the Secretary of the Department of Transportation to be suitable, essential, or desirable for development, improvement, operation, or maintenance of a public airport, including property needed to develop sources of revenue from non-aviation businesses at a public airport. In other words, the Federal Government may transfer property to jurisdictions at no cost if deemed necessary to support the public aviation system.

In accordance with 41 CFR 102-75.385, the disposal agency (the Military Department) must notify eligible public agencies that property currently used as or suitable for use as a public airport under the Surplus Property Act of 1944, as amended, has been determined to be surplus.

Congress has designated the FAA as the government’s sponsor for responding to airport surplus property determinations and airport transfers. Local airport sponsors that apply to a Military Department for a PBC must obtain FAA support for their request. The FAA will review the application and make a recommendation to the Military Department as to the suitability of the proposal and qualifications of the applicant. Also, in that role the FAA works with and supports sponsors under a variety of programs if the applicant meets requirements for the nation’s airport system. Ultimately, it is the airport recipient that will prepare the PBC application to the Military Department, relying heavily on guidance and input from the FAA. The application for DoD surplus property, including terms and conditions, can be found at [www.faa.gov/ARP/planning/map/surplus.cfm?ARPnav=map](http://www.faa.gov/ARP/planning/map/surplus.cfm?ARPnav=map)

The viability of a PBC property is an important planning consideration, since airport PBCs are transferred in perpetuity. If the new owner is unable to operate and maintain the airport, the property could revert back to the Federal Government. An FAA-sponsored Airport Feasibility Study is an essential planning tool that can help determine long-term viability.

### **Environmental cleanup responsibilities:**

The DoD and FAA will work together to expedite transfer of the property so that civilian operations can begin as soon as possible. Under Federal law, the Military Department disposing of the property is responsible for remediation of environmental contamination on the property prior to disposal. In some cases cleanup could take years, but effective use and transfer of the property could take place well before cleanup is completed.

DoD's policy is to transfer property deeds as soon as possible, but when cleanup is a factor, effective property reuse can be expedited through the use of a Lease in Furtherance of Conveyance (LIFOC) or use of Early Transfer Authority (ETA). A LIFOC is a long-term (25 years or more) lease that allows use of contaminated property as long as actions have been taken to protect human health and the environment, but with an agreement that the user will take deed to the property when remediation is complete. The ETA also allows use of property with pending remediation, except in this case the deed is transferred up front with an agreement that the Military Department remains responsible for cleanup. Before an early transfer can take place, the Governor of the State in which the Federal property is located must agree to defer the Federal covenant that requires cleanup. The document the Governor will be requested to agree to by the Military Department is called a Covenant Deferral Request (CDR). For sites on the EPA's National Priorities List (NPL), both the EPA Administrator and Governor of the State must agree to the early transfer; for non-NPL sites only the Governor must agree.

The CDR is normally submitted as part of a Finding of Suitability for Early Transfer (FOSET) document pursuant to the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA) 120(h)(3)(C), which describes the property to be transferred, the extent of the contamination, intended future land use, any Land Use Controls (LUCs) that may be placed on the property, corrective actions, and assurances that the property will be remediated. A Military Department may use LUCs to satisfy the EPA requirement to protect human health and the environment by controlling use of the property until environmental cleanup is complete.

One advantage of using a LIFOC or Early Transfer is transfer of control of the property to the airport sponsor/recipient, a requirement for FAA funding of any capital improvements. The FAA can also assist the local airport sponsors in preparing the legal documents associated with transfer.

**CERCLA Requirements for Federal Property Transfers** - When a Federal agency transfers to an entity other than another Federal agency real property on which hazardous substances have been stored for 1 or more years known to have been released, or disposed of, the deed must contain covenants warranting that

- all remedial action necessary to protect human health and the environment with respect to any such substance remaining on the property has been taken before date of transfer CERCLA Section 120 (h)(3)(A)(ii)(I)]; and
- any additional remedial action found to be necessary after the date of transfer shall be conducted by the United States (CERCLA Section 120(h)(3)(A)(ii)(II)).

**Land Use Controls** - Land Use Controls include any type of physical, legal, or administrative mechanism that restricts the use of, or limits access to, real property to prevent exposure to contaminants above permissible levels. LUCs can be a combination of Engineering Controls (ECs) and Institutional Controls (ICs) designed to limit land use at a particular contaminated site for the protection of human health and the environment. ECs normally include land caps, building methods, or any physical barrier (fences, signs, guards). ICs are a variety of legal devices imposed to ensure the ECs stay in place, or to restrict land use via easements, covenants, notices, zoning, permits, etc. Authorization to use LUCs as an environmental remedy stems from delegation of that authority by the President to the Secretary of Defense in Executive Order 12580. Considering the impact LUCs can have on redevelopment, Military Departments will normally consult with Federal and State regulators, along with local land use authorities, when determining the type of LUC, and establishing who will be responsible for maintenance, monitoring, and enforcement of the LUC.

## Other Conveyance Considerations

**Airport Industrial Parks:** Conversion of military airfields to civil airports is often associated with aviation/airport industrial park development. Land for airport-related revenue producing activities may be included in the public benefit conveyance—but only if revenue from its use is needed to sustain airport operations. The former England Air Force Base (AFB) became a full-service airport encompassing a commercial and industrial center that is a major factor in the economy of central Louisiana. The result was similar for the rural Upper Peninsula of Michigan after the closure of K.I. Sawyer AFB near Marquette.

**Non-Real Estate Surplus Property (Personal Property):** All of the non-real estate surplus property that the airport sponsor wishes to acquire must be included in the application for a Public Benefit Conveyance. Therefore, airport sponsors need to establish contact with the military airfield operators as soon as possible to ensure that they have a complete inventory of surplus property. Surplus property might include, for example,

air communication and navigation systems, lighting, and other airfield equipment (fire/rescue trucks, snow plows, fuel trucks, etc.). Other equipment, such as precision approach radars, microwave instrument landing systems, and tactical air navigation systems, may be obsolete or incompatible. Essential state-of-the-art equipment, such as Global Positioning Systems (GPS), may not be available and will require new funding. A search for surplus airport personal property can be accomplished through the General Services Administration (GSA) website at [www.gsaxcess.gov](http://www.gsaxcess.gov) or by contacting the regional FAA office. Not all military surplus equipment is suitable for civil use. Contact the FAA non-Federal Program Manager to determine suitability.

**Legal Requirements of the FAA in Base Realignment and Closure (BRAC) -**

Section 175.7 of 32 CFR 175 stipulates, as part of the BRAC Act of 1990 (Public Law 101-510), that within 90 days of the notice of availability (published in the Federal Register), the FAA should survey air traffic control and air navigation equipment at the installation to determine what is needed to support air traffic control, surveillance, and communications functions, and to identify facilities needed to support the National Airspace System. FAA requests for property are governed by 41 CFR 101-47.308-2 Property to Public Airports, which states that pursuant to the Surplus Property Act of 1944 (49 U.S.C. 47151) property may be conveyed or disposed of to a State, political subdivision, municipality, or tax-supported institution for a public airport.

With FAA approval, the Military Department may also transfer its instrument approaches. They are usually not transferred unless completely compatible with civil operations. The sponsor should begin consulting with the Military Department early in the closure process to obtain the information needed for FAA review. The FAA regional flight procedures office can provide guidance on instrument approaches.

In some cases, the FAA will maintain and operate former military navigation and communication systems, but only if analysis shows that these systems support the enroute navigation system. The FAA will determine the eligibility of terminal locations for continuance, modification, or discontinuance of terminal air navigation facilities and air traffic control services.

Alternatively, the new airport sponsor or operator may take over and operate the terminal navigation aids, lighting systems and communications systems as part of a public benefit conveyance. The sponsor may also receive the Air Traffic Control Tower, if a tower is needed. This will allow the terminal systems (including towers) to resume operations for civil use. In such cases, the local airport sponsor will be responsible for funding operation and maintenance of these facilities. The maintenance of ATC systems by non-Federal operators is based on guidelines set forth in 14 CFR Part 171, FAA Advisory Circular 150/5220-16 and FAA Order 6700.20A and is overseen by the FAA non-Federal Program Manager. Currently, there are about 2,800 non-Federal installations that are part of the Nation Airspace System.

For local airport operators not able to assume controller operations at former military Air Traffic Control Towers, the FAA Contract Tower (FCT) Program may be an option. The FAA can pay for contract controller services at low activity control towers, and in some cases this could include some airfields previously operated by the DoD. For more information on the FCT Program, see [www.contracttower.org](http://www.contracttower.org)

## **Seeking Federal Funding Availability**

The Office of Economic Adjustment assists State and local governments through a Local Redevelopment Authority by providing Federal grant funding for base reuse planning. Airport planning and capital improvement funding may be available through the FAA and the Department of Commerce, Economic Development Administration (EDA).

The Federal Aviation Administration can support the conversion of an airfield as long as it is in the NPIAS and is for a public purpose. The FAA can provide grant funds to an LRA or airport sponsor. The following is a description of FAA funding that is provided via the Airport Improvement Program and Military Airport Programs:

### ***The Airport Improvement Program (AIP):***

The AIP provides grants to public agencies for the planning and development of public use airports. The Federal share of eligible costs for large and medium primary hub airports is 75 percent, with the exception of the noise program, for which the share is 80 percent. For remaining airports (small hub, non-hub, primary relievers, and general aviation airports), the Federal share is 95 percent.

The AIP was funded at about \$3.4 billion in FY 2003 from the Aviation Trust Fund. The money comes from a variety of fees paid by passengers and the aviation industry. The FAA estimates that over the next 5 years, \$39.5 billion of AIP eligible infrastructure development will be required to meet the needs of all segments of civil aviation. FAA management uses the NPIAS in administering the AIP.

Funds from the Trust Fund may be granted to State and local governments for airport planning as soon as a military airfield is identified for closure or potential joint use. Additional funding for construction can be made available to sites accepted for inclusion in the NPIAS once the property is conveyed or leased to the new owners. Additional funding information is available at [www.faa.gov/arp/financial/aip/overview.cfm?ARNav=aip](http://www.faa.gov/arp/financial/aip/overview.cfm?ARNav=aip)

AIP Stipulations: The following are some of the requirements that must be met for the FAA to consider a project for AIP capital improvement funding:

1. The project sponsorship requirements have been met.
2. The project is reasonably consistent with the plans of planning agencies for the development of the area in which the airport is located.
3. Sufficient funds are available for the portion of the project not paid for by the Federal Government.
4. The project will be completed without undue delay.
5. The airport location is included in the current version of the NPIAS.
6. The project involves more than \$25,000 in AIP funds.
7. The project is depicted on a current Airport Layout Plan approved by the FAA.

The table below is a list of most of the eligible and ineligible projects supported through the AIP. Contact the appropriate Regional Airports Division office for more details (see Appendix V).

### **Examples of Eligible vs. Ineligible AIP Projects**

#### **Eligible Projects**

Airport Feasibility Studies  
Airport Master Plans  
Airport Layout Plans (ALPs)  
Runway construction/rehabilitation  
Taxiway construction/rehabilitation  
Apron construction/rehabilitation  
Airfield lighting  
Airfield signage  
Airfield drainage  
Land acquisition  
Weather observation stations (AWOS)  
NAVAIDs  
Planning studies  
Environmental studies  
Safety Area improvements  
Access roads located on airport property  
Removing, lowering, moving, marking,  
and lighting hazards

#### **Ineligible Projects**

Fuel farms\*  
General Aviation Terminal Buildings\*  
Automobile parking lots\*  
Cargo buildings\*  
Aircraft hangars\*  
Office and office equipment  
Landscaping  
Artworks  
Industrial park development  
Marketing plans  
Training  
Improvements for commercial  
enterprises  
Maintenance or repairs of buildings  
Maintenance equipment and vehicles

*\* Eligible for MAP Funding*

Source: The FAA

## ***The Military Airport Program (MAP):***

The MAP was established in Federal law (49 U.S.C. 47118) to place special emphasis on the development of appropriate former military (e.g. closed under BRAC) and existing joint-use military airports. This is a set-aside in the Aviation Trust Fund, representing \$35 million in FY 2005, or about 4 percent (49 U.S.C. 47117) of the discretionary part of the full AIP appropriation. Competition for the limited number of slots in this program is keen because regulations allow funding of certain capital improvements that are not allowed under the main AIP.

MAP grants can be used for projects not generally funded by the AIP, such as surface parking lots, fuel farms, hangars, terminals, utility systems (on and off the airport), access roads, and cargo buildings. An airport must be designated or forecast to be a commercial service, reliever, or general aviation airport to be included in the MAP. Development must be included in the NPIAS if it is to be funded under MAP (FAA Order 5090.3C paragraph 1-10b). Special rules for MAP are meant to encourage military airport conversions by funding their particular needs. The FAA will place the MAP notice of funding availability in the Federal Register annually.

The FAA will designate a military airfield as eligible for MAP funding if it will reduce delays at airports (looking at all the airports in the metro region) with more than 20,000 hours of annual delays in commercial passenger aircraft takeoffs and landings, enhance airport and air traffic control system capacity in metropolitan areas, or reduce current and projected flight delays.

Annual participation in the MAP set-aside has been limited to a total of 15 (49 U.S.C. 47118) former military airfields. Only one general aviation airport is permitted to participate. Airports may participate in the program for up to 5 fiscal years (49 U.S.C. 47118).

The FAA can fund airport sponsors who already have title to the property or a long-term lease (at least 25 years) or joint operations agreement in place. An example of a long-term lease from the DoD would be a Lease in Furtherance of Conveyance (LIFOC), which would give a sponsor control of the property pending final environmental cleanup and deed transfer.

The FAA will evaluate projects for funding based on factors related to building air traffic system capacity and relieving congestion. Among these factors are airport operational capacity, both peak and annual; landside surface access; potential of competing airports in the metropolitan region to serve the need; air cargo potential; forecasted aircraft and passenger levels; and potential to replace an existing commercial service or reliever airport. MAP applications are extensive; among other things, they must document that the following have occurred:

- (1) Environmental review of the military property or a joint-use agreement has been completed. This would be the NEPA documentation for disposal of the property, though some States, such as California, have additional environmental impact review requirements.
- (2) The airport has an FAA unconditionally approved Airport Layout Plan (ALP) and a 5-year Airport Capital Improvement Program (ACIP), indicating projects for which MAP or other AIP funding is being requested.

## ***The Economic Development Administration***

The Economic Development Administration (EDA) may also be able to assist airport authorities with grants to support implementation of the Airport Master Plan. The Economic Adjustment Program, administered by the Department of Commerce, assists State and local governments in the design and implementation of strategies to adjust or bring about change to the economy.

The EDA's Economic Adjustment Program predominantly supports three types of grant activities: strategic planning, project implementation, and Revolving Loan Funds (RLFs). Implementation grants support one or more activities identified in an EDA-approved Comprehensive Economic Development Strategy (CEDS). EDA will normally accept an OEA-funded base reuse plan or an FAA-approved Airport Master Plan as a qualifying CEDS. Activities may include, but are not limited to, the creation/expansion of strategically targeted business development and financing of programs, such as infrastructure improvements, organizational development, and market or industry research and analysis. RLFs may be requested to assist the airport sponsor in generating business development on the airport. See Appendix V for EDA points of contact.

In cases where an airport project is supported by both the FAA and the EDA, the FAA may administer the EDA grant. The FAA has established a formal Memorandum of Agreement (MOA) with the EDA that allows it to coordinate, manage, and administer the entire project.

## **Appendix I**

### ***Steps to Convert a Former Military Airfield***

The following steps are the primary considerations for organizing, planning, and implementing the conversion of a military airfield to a civil airport. Most of the steps should be performed on parallel tracks to ensure a streamlined and efficient process.

1. Identify a sponsor: The first step in converting a closing military airfield is to identify a sponsoring agency (i.e., the airport must be owned and operated by a tax-supported unit of State or local government). In some cases the LRA and the airport sponsor are the same entity. The FAA will support only airports that are sponsored.
2. Contact your regional FAA office: Ensure that the regional FAA office is aware of your interest in converting the airfield and get an initial assessment on FAA NPIAS needs. Regional points of contact are listed in Appendix V. For additional information, visit [www.faa.gov/arp/regions.cfm](http://www.faa.gov/arp/regions.cfm)
3. Coordinate with OEA: The DoD Office of Economic Adjustment (OEA) is the primary government agency that will assist communities with military installation reuse planning. OEA will formally recognize a unit of State or local government as the LRA to plan and implement conversion of the base to new uses. OEA provides technical and grant assistance to the LRA for preparation of the base reuse plan. A proposed civilian airport must be included in the reuse plan for the disposing Military Department to approve a Public Benefit Conveyance (PBC) of the property to the airport sponsor.
4. Contact the Military Department (property disposal authority): The closure, cleanup, and conveyance of military installation property are enhanced when the Military Department knows the reuse intentions early in the planning process, particularly regarding conveyance of airfield equipment. OEA will assist the LRA or airport sponsor by coordinating with the appropriate Military Department and Federal agencies.
5. Ensure that the proposed airport is included in the NPIAS: Inclusion in the NPIAS is a requirement for FAA AIP capital improvement funding support. Active military airfields are not on this list unless there are civilian operations under a joint-use agreement with the Military Department. Submit a formal request to the FAA for inclusion of your proposed airport into the NPIAS. The 2005-2009 NPIAS report can be found at [www.faa.gov/arp/planning/npias/npias2005/NPIAS2005Narr.pdf](http://www.faa.gov/arp/planning/npias/npias2005/NPIAS2005Narr.pdf)
6. Prepare the Airport Master Plan (AMP): The FAA can fund the required AMP, which must be submitted by the airport sponsor for a PBC, under its Airport Improvement Program (AIP). Among other things, the master plan will include an airport layout plan,

operations plan, and capital improvement plan. The FAA National Planning website is [www.faa.gov/arp/400home.cfm](http://www.faa.gov/arp/400home.cfm)

7. Evaluate civil airport potential: An initial assessment can be made as part of the base reuse planning process. This assessment should include a strategic concept plan for the entire base, of which the airport would potentially be one of the main economic engines in the reuse plan. However, the FAA may provide support for a more detailed Airport Feasibility Study.

8. Apply for a PBC: The civil airport sponsor applies to the disposing Military Department for a no-cost PBC of the airfield, equipment, and revenue-producing property needed to support airport operations. The PBC application must be supported by the FAA before the Military Department considers the request. The FAA will base its recommendation on the Airport Master Plan, Airport Layout Plan, and environmental conclusions resulting from the EA or EIS. With a favorable FAA recommendation, the Military Department should proceed with the transfer of the property after the Records of Decision have been issued. The PBC application form can be found at [www.faa.gov/arp/planning/map/mapapply.doc](http://www.faa.gov/arp/planning/map/mapapply.doc)

9. Request redevelopment grant funds: Once the airfield has been conveyed, the civil airport sponsor can request additional FAA funding via the AIP and the Military Airport Program (MAP) for capital improvements needed to adapt the airfield to civil uses. In addition, the Economic Development Administration should be contacted for possible infrastructure grants.

10. Begin operations: Once the property has been conveyed either by deed or long-term lease, the sponsor should seek to gain revenue-producing tenants, and undertake the necessary conversion activities to initiate operations and receive FAA authorization for airfield, equipment and aircraft operations.

## **Appendix II**

### **Case Studies**

#### **A.) Cecil's New Niche Is Aircraft Maintenance**

With about one million people, Jacksonville, FL, is at the center of one of the nation's fastest growing metropolitan areas. With three existing public airports, you might think its air transport needs were well met. Yet, when Naval Air Station (NAS) Cecil Field closed in 1999, there was never any question but that it would become the area's fourth airport.

The closure resulted in the loss of approximately 6,833 military, 399 civilian, and 596 contractor jobs. The decision to retain the airport and make it an integral part of the area's economic recovery following the base closure was virtually preordained. Located approximately 13 miles west of the city's downtown, the rechristened Cecil Commerce Center has easy access to air and rail connections and a deepwater port. Its facilities are ideally suited for aircraft maintenance, repair, and overhaul operations, as well as aviation-related industrial and commercial development. Cecil Field also offers an effective base of operations for corporate aircraft, general aviation, air cargo, and National Guard and Reserve aviation. The former military airfield, now called Cecil Field, is the general aviation hub of the Cecil Commerce Center.

"Cecil brought a new market to the airport system—a ready-made facility for maintenance, repair, and overhaul," said Bob Simpson, Cecil Field airport manager. "Cecil Field, with its long runways, existing hangars, and ample parking apron, brought a tremendous opportunity to the city."

The 6,081-acre airport has more runway space than all of the existing airports in the Jacksonville area combined. It has four 200-foot-wide runways, three of which measure 8,000 feet in length. The fourth is 12,500 feet long, the third longest runway in Florida behind Miami and Cape Canaveral. In addition, the Airport Authority inherited 175 major buildings totaling 2.9 million square feet: over 425,000 square feet of warehouse, industrial, and general use space; 537,000 square yards of apron; eight hangars; and 225,000 square feet of general office and support facilities.

The conversion of NAS Cecil Field was well planned and executed. It required the full cooperation of numerous Federal, State, and city agencies. According to local officials, three principles guided the community's actions: (1) Commitment—the city's leadership wasted no time on anger or sorrow, but instead called for a commitment to make the "highest and best use" of the property. (2) Participation—a broad spectrum of the local citizenry were appointed to the newly created Cecil Field Development Commission. Membership included, but was not limited to, two State senators, a State representative,

commissioners from each of the adjoining four counties affected by the closure, four members of the City Council, representatives from each of the local electric, port, and transportation authorities, the executive director of the Northeast Florida Planning Council, officials and members of the Chamber of Commerce, and several private citizens. (3) Mission—at the outset, the Commission had a consensus for its mission. It remains valid today: “Our strength is generated from our commitment to the community we represent. Accordingly, we are committed to providing the people of our community with high-quality development plans and responsive leadership and management,” said Bob Simpson.

Due to the size and location of the facility, five counties—Baker, Clay, Duval, Nassau, and St. John’s—were directly affected by its closure. The runways and aviation facilities were conveyed to the Jacksonville Airport Authority to operate as a public airport. Before receiving the majority of the non-aviation lands at the base, the City of Jacksonville prepared a comprehensive reuse and development plan for the property that called for commercial, educational, residential, and recreational uses on the lands abutting the airport.

At the time of closure, NAS Cecil Field encompassed 17,224 acres. Of that, 641 acres were eventually conveyed to Clay County for conservation purposes, and 8,312 acres went to the City of Jacksonville for economic development to complement the airport, along with 2,190 acres for parks and recreational use. The balance, 6,081 acres, was conveyed to the Jacksonville Airport Authority as a no-cost public benefit conveyance in October 1999. With the Jacksonville Port Authority’s completion of the Airport Master Plan for the air station in October 1998, the FAA included Cecil Field in its NPIAS. Subsequently, the FAA selected Cecil Field for inclusion in its Military Airport Program.

The factors that determined Cecil Field’s choices of conveyance mechanism were described by its manager, Bob Simpson, as follows: “The Base Reuse Commission developed a land conveyance plan that considered future land use, availability of funding sources for the various types of transfers, protection of property in the vicinity of the airport from incompatible land uses and encroachment, the need to set aside property for recreation and conservation, and market projections of demand for land that would be available to sell (which is permitted in an Economic Development Conveyance) and land that would be available only for lease (as with the FAA-sponsored aviation PBC).”

A cautionary note—while the runways and aviation facilities were immediately reusable, many of the other facilities left behind by the Navy were not. Further, the infrastructure, roads, and utility services did not comply with local codes and standards. As a result, costly and in some cases lengthy repairs, modifications, and improvements were necessary. This situation is not uncommon, since military facilities are not subject to local zoning, building, or development guidelines or codes. The FAA’s Military Airport Program recognizes this situation by allowing capital investments on former military airports designed to bring them into compliance with relevant civilian codes and prepare

them for civilian uses. Cecil Field combined this funding with resources available to the well-established Jacksonville Airport Authority, of which it is a component. Federal Government funding support was significant: \$1.8 million from the DoD's Office of Economic Adjustment for planning; \$7.9 million from the U.S. Economic Development Administration for engineering, construction, and upgrading; and \$2.1 million from the FAA for airport planning and improvements.

By early 2004, 100 percent of the hangar space and 90 percent of the non-hangar areas had been leased out. At that time the tenant mix at the Cecil Commerce Center included such recognizable names as Boeing, the U.S. Coast Guard, the Department of Homeland Security, and Embraer, along with a myriad of Federal, State and local agencies and private businesses. One-third of the tenants were directly involved in the aviation industry. This commercial and industrial mix is complemented by both active and passive recreation opportunities as well as residential development. The new jobs that have been created on-site exceed the number of civilian employees at the time of the closure announcement.

The City of Jacksonville and its partners in the redevelopment and reuse of the naval air station benefited greatly from the professionalism, dedication, and capabilities of those who made Cecil Field the success story it is today. The need to identify and utilize competent and experienced personnel in any complex large-scale economic development effort cannot be overstated. Typically, local airport authorities in metropolitan areas like Jacksonville are highly professional, self-supporting enterprises able to make available very qualified specialists to establish, market, and operate the new civil airport. In addition, the Jacksonville Airport Authority was able to incorporate Cecil Field's marketing program into the existing Jacksonville Economic Development Commission and Chamber of Commerce programs.

## **B.) K.I. Sawyer: New Airport, New Opportunities**

Former military airports in rural areas present a special reuse challenge. The loss of jobs hits particularly hard in areas where there are few if any other large employers. And the assets left behind—usually a great airport, serviceable buildings, and large tracts of land—may not be in demand.

The former K.I. Sawyer Air Force Base is located in Marquette County, MI. With only 317,616 people in Michigan's rural Upper Peninsula, the county faced one of the highest population loss rates in the country, according to the U.S. Census Bureau. This was the context in which the air base closed in 1995, with a loss of 788 civilian and 2,354 military jobs. By 1999, the community's reuse effort was recognized as one of the most successful in the country when it was chosen Facility of the Year by the National Association of Installation Developers (NAID: an association of Defense communities), a national coordinating organization including Local Redevelopment Authorities.

By 2002, almost 1,000 jobs had been created, more than replacing lost civilian jobs. Sixty-three companies or organizations were operating on the base with plenty of room to grow. About 2 million square feet of the total 4 million made available to the community remained for adaptive reuse or replacement. The county moved its primary commercial airport to what is still known as K.I. Sawyer, in honor of a local pioneer settler. In 2003, all of the 1.7 million square feet of residential space had been sold, committed, leased, or conveyed.

“Perhaps the biggest accomplishment in any base conversion program,” said Thomas M. Rumora, former executive director of the K.I. Sawyer Development Department, County of Marquette, “is overcoming diabolical complexity!”

“Sudden and severe economic impact causes extreme stress, and simultaneously energizes both the best and worst characteristics of a community’s character. Success criteria such as jobs, revenues, and leases do not adequately portray the monumental task of managing the costly and divisive forces of denial, confusion, resentment, rivalries, second-guessing, and the resulting difficulties in planning a cohesive recovery strategy.”

Even before the county finished its reuse plan, opposition to moving the airport back to K.I. Sawyer arose. What became an Air Force base in the mid-1950s originally was the local airport. A new airport was built (with the support of the Air Force) to make way for the base. A small but vocal and well-organized group of private pilots who used the “new” airport opposed the return to K.I. Sawyer. The group expressed concern about leaving behind some private hangars and a popular pilots’ club facility as well as traveling perhaps 10 miles more from town to Sawyer airport.

This opposition led to the attempted recall of three county commissioners. These efforts failed, but did cost time and cohesion in the community. Harold R. Pawley, retired director of Sawyer International Airport and Business Center, said, “In retrospect, we should have taken the time to educate the community—make the case that the move back to Sawyer was better both for air travel and for recovery from the economic losses of the base closure. We tried to ignore them, at first, because we hadn’t finished our reuse plan. No decision to move the airport had been made. We may have headed off some of the opposition if we had responded to their concerns earlier.”

Today, says Pawley, air traffic is growing. There was a 25 percent increase in commercial passengers in 2002. Three airlines, American Eagle, Messaba, and Northwest Air Link, fly from Sawyer to Chicago, Detroit, and Milwaukee. He says that some of the general aviation pilots like their new facilities better.

And, of course, the airport is the keystone of economic activity on the former base. K.I. Sawyer’s business plan, Rumora notes, was to use the housing units to provide much of the revenue needed for redevelopment. The aviation/commercial/industrial area provided most of the job creation, and the key was a broad diversification of tenants.

The “diabolical complexity” continued even after the conversion was well under way. Sawyer lies within three self-governing townships that have land use control authority. The county, as the recognized Local Redevelopment Authority (LRA), tried to resolve the land control issues by setting up an advisory committee made up of representatives from the townships and the county commission. This committee proved unworkable and was dissolved. The Sawyer LRA decided that the division of land use authorities among three township governments was unworkable. Michigan State law provided a way to adjust township lines. The LRA negotiated a three-way deal under which one township ceded land (and land use control) to another township, which was willing to work closely with the LRA. The third township has only a housing area with few issues. Unfortunately, the reshuffling of authority has a 2-year limit.

Until late 1999, most of the tenants had found K.I. Sawyer on their own. By this time the community recognized the need for an active marketing program, which was launched with the help of a \$700,000 grant from the Economic Development Administration for marketing materials. The Office of Economic Adjustment later sponsored a conference at K.I. Sawyer in which various base closure communities exchanged ideas about how to market unusual “white elephant” facilities.

Public investment in the base’s conversion has been significant. All of the DoD land was transferred to the community free under various transfer mechanisms. About half of the base (almost 2,500 acres) was transferred under a Public Benefit Conveyance sponsored by the FAA. The FAA also granted \$27.8 million for airport improvement. The Office of Economic Adjustment supported planning with over \$2 million. The Economic Development Administration granted \$10.6 million; the U.S. Labor Department provided \$1 million for assistance to dislocated workers; and the State of Michigan provided \$6.6 million. Beyond that, the State designated much of the former base as a Renaissance Zone, which eliminates State and local taxes for a 15-year period as an incentive to new and existing tenants. This public investment leveraged about \$50 million in private investment by 2002, according to one estimate.

K.I. Sawyer (or KIS) prefers to market itself as a “new community.” “In its appearance, activities, types of employers, number of residents, and mix of land uses,” said Rumora, “KIS is creating and supporting community-scale projects and services” ranging from air transportation and places of employment to housing and all supporting services.

### **C.) Mather: Air Cargo Reliever**

The former Mather Air Force Base found its civilian role by specializing in air cargo. Booming Sacramento County, CA, decided that one way to expand capacity and reduce delays for passengers at its flagship Sacramento International Airport was to reduce the level of cargo operations there. The closure of Mather in 1993 presented a singular opportunity, following the 1988 BRAC announcement. Its location, in the middle of the

so-called “Fabulous 50” corridor, a focus for commercial and residential development in the region, was even better for the rapidly growing air cargo industry in Sacramento. It is just 12 miles from downtown Sacramento, 87 miles from San Francisco, and 115 miles from Reno, NV.

The air base came with one of the longest runways in the State—11,300 feet—plus a second 6,100-foot runway. Within 2 years Mather was handling 40 percent of all air cargo in the Sacramento metro region; by 2000 Mather handled 73 percent. In that year, cargo had grown 70 percent over the previous year. Presently three major air cargo companies operate on the base—Airborne Express, DHL Worldwide, and United Parcel Service (UPS.). Menlo Air Cargo (formerly Emery Worldwide) has established a cargo sort/trucking operation at Mather. In 2004 there were about 80,000 annual aircraft operations at Mather, over 5,000 by air cargo aircraft.

Under a Public Benefit Conveyance the county received 2,875 acres for the airport, out of a total of 5,700 acres that were declared surplus by the DoD. The County Airports Department took over the property in March 1995. The property included four hangars and other buildings, which have been leased to air cargo and other airport-related businesses. In 1997/98, with \$9.7 million in grant funding from the U.S. Economic Development Administration, the county was able to build a modern new terminal for its general aviation operations and improve critical infrastructure and surface roadway access. As of FY 2004, over \$20 million in FAA funding has been granted to the airport for airfield improvements, hangar building upgrades, and roadway capital improvements. During this period the FAA selected Mather for its regional high-altitude air traffic control center, with a planned staff of 200.

By early 2003, there were over 3,500 jobs on the former base, more civilian jobs than when it was an active base. There were 54 tenants, 21 of them on the airport parcel. Sacramento County attributes much of its success in bringing in new jobs and development to an early decision to hire expertise from the private sector. Since the county had little capital to invest up front, it worked out an innovative agreement under which the property management company is paid by commissions and land on which it can develop commercial office buildings. Compensation is based on performance.

Despite the Federal Government’s no-cost transfer of an operating military airport, the county found that its plan for growth faced many constraints that will require additional investment. Since the airfield had been designed for the needs of the former U.S. Air Force Strategic Air Command, many facilities needed extensive remodeling—especially improvements to meet local building codes—for a variety of civilian uses.

Overall, the airport pavement and support facilities are in good condition to accommodate additional air cargo operations. The primary constraint to marketing for additional air cargo business is the lack of a Category II/III precision approach instrument landing system. This upgrade is now in the county’s capital improvement plan but will also require substantial funding from the FAA.

G. Hardy Acree, the county's director of airports, has said, "Air cargo is almost a misnomer. All cargo companies are essentially trucking companies. Trucks and vans move the cargo. An air cargo company is a trucking company that happens to own airplanes. Trucks define the market. In order to expand the market, we will have to cater to the trucking industry. Trucks need warehouse and dock space. There is not enough of it. Not at Mather, not in Sacramento, nor in California. In time, Mather will have to become a full-service cargo port, and this will mean extensive trucking service facilities, including not only warehouse space, but parking and vehicle services as well. Becoming truck friendly will then yield the expanded markets and the follow-on needed for new air cargo services."

Mather also has plans for its growing general aviation clientele, which is serviced by the nationwide airport operations firm Trajen. Sacramento is hosting a growing number of high-tech firms, many of which could no longer expand in Silicon Valley. Increasingly, company jets will ferry high-tech workers between Sacramento and the Valley and elsewhere, as the popularity of charter and private jet travel grows.

In planning for this growth, Sacramento County faces familiar problems. Rapidly spreading residential development in Mather's flight path has created some opposition to operations. Some of this development was approved by the county after Mather became a busy civilian airport. The crash of an Emery jet in February 2000, near the airport boundary, did not help the situation.

But the county is committed to the airport as an economic asset that has generated around \$150 million in business sales and 1,300 jobs since the county began its operations. Like many other communities, Sacramento County must mediate among competing interests. That process was under the direction of Rob Leonard, assistant director of airports. His advice to other local redevelopment authorities is, "Know what you want. Make sure it is realistic and viable. Know what your market niche is. Develop a good plan and get the stakeholders behind it. Get your congressional delegation and local elected official behind it, especially if there is community opposition. Stability and unity of leadership is the key to success. Be persistent!"

Appendix III

Joint-Use Military Airfields

| AIR FORCE                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       | ARMY                                                                                                                                                                                                                                                                                                                                                                                                                                         | NAVY                              |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------|
| <div>1. AF Plant 42, Palmdale, CA</div> <div>2. Barter Island LRRS, Barter Island, AK</div> <div>3. Charleston AFB, Charleston, SC</div> <div>4. Dover AFB, Dover, DE</div> <div>5. Eglin AFB, Valparaiso, FL</div> <div>6. Grissom ARB, , Peru, IL</div> <div>7. Kelly/Lackland AFB, TX</div> <div>8. March ARB, Riverside, CA</div> <div>9. Pt. Lay LRRS, Point Lay, AK</div> <div>10. Scott AFB (Mid America), Belleville, IL</div> <div>11. Sheppard AFB, Wichita Falls, TX</div> <div>12. Westover ARB, Chicopee, MA</div> | <div>1. Blackstone AAF, (Ft. Pickett), VA</div> <div>2. Camp Guernsey AAF, Guernsey, WY</div> <div>3. Dillingham AAF, Waialua, HI</div> <div>4. Forney AAF (Fort Leonard Wood), MO</div> <div>5. Gray AAF, Ft. Hood/Killeen, TX</div> <div>6. Grayling AAF, (Camp Grayling), MI</div> <div>7. Libby AAF (Ft. Huachuca), Sierra Vista, AZ</div> <div>8. Sherman AAF, (Ft. Leavenworth), KS</div> <div>9. Sparta/Fort McCoy (Sparta), WI</div> | <div>1. MCAS Yuma, Yuma, AZ</div> |

Definition of joint use: An installation where written agreement between the Military Department and a local government agency authorizes use of the military runway for a public airport.

## Appendix IV

### ***Military Airfields Transferred to Civil Sponsors***

#### Former Military Airfields Operating as Civil Airports

##### Military Airport Property Transferred to Civil Sponsor by Deed

| # | Military Airfield Name | Location           | Closure Approve | Mission Move | Civilian Airport Name          | Location ID |
|---|------------------------|--------------------|-----------------|--------------|--------------------------------|-------------|
| 1 | Fritzsche AAF          | Marina, CA         | 91              | 95           | Marina Municipal               | OAR         |
| 2 | Norton AFB             | San Bernardino, CA | 88              | 94           | San Bernardino International   | SBD         |
| 3 | Agana NAS              | Agana, GU          | 93              | 98           | Guam International             | GUM         |
| 4 | Barbers Point NAS      | Oahu, HI           | 93              | 97           | Kalaeloa                       | JRF         |
| 5 | Bergstrom AFB          | Austin, TX         | 91              | 93           | Austin-Bergstrom International | BSM         |
| 6 | Williams AFB           | Phoenix, AZ        | 91              | 93           | Williams Gateway               | IWA         |
| 7 | Cecil Field NAS        | Jacksonville, FL   | 93              | 98           | Cecil Field                    | VQQ         |
| 8 | K.I. Sawyer AFB        | Gwinn, MI          | 93              | 95           | Sawyer Airport                 | SAW         |

##### Military Airport Property Transferred to Civil Sponsor by Long-Term Lease (LIFOC)

| #  | Military Airfield Name | Location         | Closure Approve | Mission Move | Civilian Airport Name            | Location ID |
|----|------------------------|------------------|-----------------|--------------|----------------------------------|-------------|
| 9  | Chanute AFB            | Rantoul, IL      | 88              | 93           | Rantoul National Aviation Center | TIP         |
| 10 | George AFB             | Victorville, CA  | 88              | 92           | Southern California Logistics    | VCV         |
| 11 | Mather AFB             | Sacramento, CA   | 88              | 93           | Sacramento Mather                | MHR         |
| 12 | Pease AFB              | Portsmouth, NH   | 88              | 91           | Pease International Trade port   | PSM         |
| 13 | Castle AFB             | Merced, CA       | 91              | 95           | Castle Airport                   | MER         |
| 14 | England AFB            | Alexandria, LA   | 91              | 92           | Alexandria International         | AEX         |
| 15 | Myrtle Beach AFB       | Myrtle Beach, SC | 91              | 93           | Myrtle Beach International       | MYR         |
| 16 | Rickenbacker AFB       | Columbus, OH     | 91              | 94           | Rickenbacker International       | LCK         |
| 17 | Wurtsmith AFB          | Oscoda, MI       | 91              | 93           | Oscoda-Wurtsmith                 | OSC         |
| 18 | Memphis NAS            | Millington, TN   | 93              | 95           | Millington Municipal             | NQA         |
| 19 | Tipton AAF             | Odenton, MD      | 88              | 95           | Tipton Airport                   | FME         |

##### Military Airport Property Transferred to Civil Sponsor for Joint-Use

| #  | Military Airfield Name | Location      | Closure Approve | Mission Move | Civilian Airport Name | Location ID |
|----|------------------------|---------------|-----------------|--------------|-----------------------|-------------|
| 20 | Grissom ARB            | Peru, IN      | 91              | 94           | Grissom Aeroplex      | GUS         |
| 21 | March ARB              | Riverside, CA | 93              | 96           | March Inland Port     | RIV         |

##### Military Airport Property Transferring to Civil Sponsorship - Planning Underway

| #  | Military Airfield Name | Location        | Closure Approve | Mission Move | Civilian Airport Name | Location ID |
|----|------------------------|-----------------|-----------------|--------------|-----------------------|-------------|
| 22 | Griffiss AFB           | Rome, NY        | 93              | 95           | Griffiss Airpark      | RME         |
| 23 | Plattsburgh AFB        | Plattsburgh, NY | 93              | 95           | Plattsburgh Airbase   | PBG         |
| 24 | Blackstone AAF         | Blackstone, VA  | 95              | 97           | Perkinson/Baaf        | BKT         |

## **Appendix V**

### ***Points of Contact***

For information on the Base Realignment and Closure (BRAC) process and procedures, Local Redevelopment Authorities (LRA), base reuse planning, Public Benefit Conveyances (PBC), and related matters, contact:

#### **Office of Economic Adjustment (OEA)**

400 Army Navy Drive, Suite 200  
Arlington, VA 22202-4704  
(703) 604-6020  
DSN 664-6020  
Website: [www.oea.gov](http://www.oea.gov)

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For information on the NPIAS, AMP, and FAA funding, contact the following regional FAA offices (District Offices may also be available within a region):

#### **Federal Aviation Administration (FAA)**

FAA Headquarters  
800 Independence Ave., S.W.  
Washington, DC 20591  
(202) 267-8785

### ***Regional FAA Offices' Addresses and Telephone Numbers***

#### NEW ENGLAND REGIONAL OFFICE

**Maine, New Hampshire, Vermont, Massachusetts, Rhode Island, and Connecticut**  
Airports Division, ANE-600  
Federal Aviation Administration  
12 New England Executive Park  
Burlington, MA 01803-5299  
Telephone: (781) 238-7600  
Fax: (781) 238-7608

#### SOUTHERN REGIONAL OFFICE

**Georgia, North Carolina, South Carolina, Florida, Puerto Rico, Virgin Islands, Tennessee, Kentucky, Mississippi, and Alabama**  
Airports Division, ASO-600  
Federal Aviation Administration  
1701 Columbia Avenue  
College Park, GA 30337  
Telephone: (404) 305-6700

#### EASTERN REGIONAL OFFICE

**New York, New Jersey, Pennsylvania, Delaware, Maryland, Virginia, West Virginia, and District of Columbia**  
Airports District, AEA-600  
Federal Aviation Administration  
One Aviation Plaza  
159039 Rockaway Boulevard  
Springfield Gardens, NY 11434  
Telephone: (718) 553-3330  
Fax: (718) 995-9219

#### GREAT LAKES REGIONAL OFFICE

**Illinois, Indiana, Michigan, Wisconsin, Minnesota, Ohio, North Dakota, and South Dakota**  
Airports Division, AGL-600  
Federal Aviation Administration  
2300 East Devon Avenue, Suite 309  
Des Plaines, IL 60018  
Telephone: (847) 294-7272  
Fax: (847) 294-7036

***Regional FAA Offices' Addresses and Telephone Numbers (cont.)***

**CENTRAL REGIONAL OFFICE**

**Kansas, Missouri, Iowa, and Nebraska**

Airports Division, ACE-600  
Federal Aviation Administration  
901 Locust  
Kansas City, MO 64106-2641  
Telephone: (816) 329-2600  
Fax: (816) 329-2610

**SOUTHWEST REGIONAL OFFICE**

**Arkansas, Texas, Oklahoma, New Mexico, and Louisiana**

Airports Division, ASW-600  
Federal Aviation Administration  
2601 Meacham Boulevard  
Fort Worth, TX 76137-4298  
Telephone: (817) 222-5600  
Fax: (817) 222-5984  
Mail Address:  
Department of Transportation, ASW-600  
Federal Aviation Administration  
Fort Worth, TX 76193-0600

**WESTERN-PACIFIC REGIONAL OFFICE**

**California, Arizona, Nevada, Hawaii, American Samoa, Guam, and Commonwealth of Northern Mariana Islands**

Airports Division, AWP-600  
Federal Aviation Administration  
15000 Aviation Boulevard, Room 3012  
Hawthorne, CA 90261  
Telephone: (310) 725-3600  
Fax: (310) 725-6847

**NORTHWEST MOUNTAIN REGIONAL OFFICE**

**Washington, Idaho, Oregon, Colorado, Wyoming, Utah, and Montana**

Airports Division, ANM-600  
Federal Aviation Administration  
1601 Lind Avenue, S.W., Suite 315  
Renton, WA 98055-4056  
Telephone: (425) 227-2600  
Fax: (425) 227-1600

**ALASKAN REGIONAL OFFICE**

**Alaska**

Airports Division, AAL-600  
Federal Aviation Administration  
Anchorage Federal Office Building  
222 West 7th Avenue, Box 14  
Anchorage, AK 99513  
Telephone: (907) 271-5438  
Fax: (907) 271-285

## ***The Economic Development Administration (EDA)***

For information on EDA programs, investment policies, and funding opportunities, contact the following regional offices:

### **Headquarter Information:**

U.S. Department of Commerce  
Economic Development Administration  
1401 Constitution Avenue, N.W.  
Washington, DC 20230

#### **ATLANTA REGION**

**Alabama, Florida, Georgia, Kentucky,  
Mississippi, North Carolina, South Carolina,  
Tennessee**  
401 West Peachtree Street, NW  
Suite 1820  
Atlanta, GA 30308-3510  
Telephone: (404) 730-3002  
Fax: (404) 730-3025  
William J. Day, Jr., Regional Director  
wday1@eda.doc.gov

#### **AUSTIN REGION**

**Arkansas, Louisiana, New Mexico, Oklahoma,  
Texas**  
504 Lavaca Street  
Suite 1100  
Austin, TX 78701-4037  
Telephone: (512)-381-8144  
Fax: (512)-381-8177  
Pedro R. Garza, Regional Director  
pgarza@eda.doc.gov

#### **CHICAGO REGION**

**Illinois, Indiana, Michigan, Minnesota, Ohio,  
Wisconsin**  
111 North Canal Street  
Suite 855  
Chicago, IL 60606-7208  
Telephone: (312) 353-7706  
Fax: (312) 353-8575  
C. Robert Sawyer, Regional Director  
rsawyer@eda.doc.gov

#### **DENVER REGION**

**Colorado, Iowa, Kansas, Missouri, Montana,  
North Dakota, Nebraska**  
South Dakota, Utah, Wyoming  
1244 Speer Boulevard  
Suite 670  
Denver, CO 80204-3591  
Telephone: (303) 844-4715  
Fax: (303) 844-3968  
Robert E. Olson, Regional Director  
rolson@eda.doc.gov

#### **PHILADELPHIA REGION**

**Connecticut, Delaware, District of Columbia,  
Maine, Maryland,**  
Massachusetts, New Hampshire, New Jersey, New  
York, Pennsylvania,  
Rhode Island, Vermont, Virginia, West Virginia,  
Puerto Rico, Virgin Islands  
Curtis Center, Suite 140 South  
601 Walnut Street  
Philadelphia, PA 19106-3821  
Telephone: (215) 597-4603  
Fax: (215) 597-1063  
Paul M. Raetsch, Regional Director  
praetsch@eda.doc.gov

#### **SEATTLE REGION**

**Alaska, Arizona, California, Hawaii, Idaho,  
Nevada, Oregon, Washington, American Samoa,  
Commonwealth of Northern Mariana Islands,  
Guam, Federated States of Micronesia, Rep. of  
Marshall Islands, Rep. of Palau**  
Jackson Federal Building, Room 1890  
915 Second Avenue  
Seattle, WA 98174-1001  
Telephone: (206) 220-7660  
Fax: (206) -220-7669  
A. Leonard Smith, Regional Director  
lsmith7@eda.doc.gov

## **Appendix VI**

### ***Acronyms***

|        |                                                                       |
|--------|-----------------------------------------------------------------------|
| AAF    | Army Air Field                                                        |
| ACIP   | Airport Capital Improvement Program                                   |
| AFB    | Air Force Base                                                        |
| AIP    | Airport Improvement Program                                           |
| ALP    | Airport Layout Plan                                                   |
| AMP    | Airport Master Plan                                                   |
| ATA    | Air Transportation Association                                        |
| ATC    | Air Traffic Control                                                   |
| BRAC   | Base Realignment and Closure                                          |
| CDR    | Covenant Deferral Request                                             |
| CERCLA | Comprehensive Environmental Response, Compensation, and Liability Act |
| CEDS   | Comprehensive Economic Development Strategy                           |
| DoD    | Department of Defense                                                 |
| DoT    | Department of Transportation                                          |
| EA     | Environmental Assessment                                              |
| EC     | Engineering Controls                                                  |
| EDA    | Economic Development Administration                                   |
| EIS    | Environmental Impact Statement                                        |
| EPA    | Environmental Protection Agency                                       |
| ETA    | Early Transfer Authority                                              |
| FAA    | Federal Aviation Administration                                       |
| FCT    | FAA Contract Tower Program                                            |
| FONSI  | Finding of No Significant Impact                                      |
| FOSET  | Finding of Suitability for Early Transfer                             |
| GA     | General Aviation                                                      |
| GPS    | Global Positioning Systems                                            |
| GSA    | General Services Administration                                       |
| IC     | Institutional Controls                                                |
| LIFOC  | Lease in Furtherance of Conveyance                                    |
| LRA    | Local Redevelopment Authority                                         |
| LUC    | Land Use Controls                                                     |
| MAP    | Military Airport Program                                              |
| MOA    | Memorandum of Agreement                                               |
| NAS    | Naval Air Station                                                     |
| NEPA   | National Environmental Policy Act                                     |
| NPIAS  | National Plan of Integrated Airport Systems                           |
| NPL    | National Priorities List                                              |
| OEA    | Office of Economic Adjustment                                         |
| OSD    | Office of the Secretary of Defense                                    |
| PBC    | Public Benefit Conveyance                                             |
| PBT    | Public Benefit Transfer (Same as PBC)                                 |
| PFC    | Passenger Facility Charges                                            |
| ROD    | Record of Decision                                                    |
| RLF    | Revolving Loan Funds                                                  |

The Office of Economic Adjustment, a field activity within the Department of Defense, assists communities, regions, and States adversely impacted by significant Defense program changes. OEA provides hands-on technical assistance as well as financial and other resources for reuse planning of closed or realigned military installations. Over the past four decades OEA has helped hundreds of U.S. communities develop economic strategies to adjust to defense industry cutbacks, base closures, and force structure realignments, and to develop compatible land use strategies to mitigate encroachment at the nation's military installations.



**Department of Defense**  
**Office of Economic Adjustment**

400 Army Navy Drive, Suite 200

Arlington, VA 22202-4704

703.604.6020

[www.oea.gov](http://www.oea.gov)