

East Area Development Plan

St. Johns County Airport Authority

Resolution 2025-01



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WHEREAS, The St. Johns County Airport Authority (“Airport Authority”) owns and operates the Northeast Florida Regional Airport as a Public Use Airport. Pursuant to the compliance requirements established by 49 U.S. Code § 47107(16), the Airport Authority periodically updates its published *Airport Master Plan* and associated *Airport Layout Plan* (“ALP”); and

WHEREAS, between calendar years 2017 and 2020 the Airport Authority established a Master Plan Advisory Committee (“MPAC”) and undertook the comprehensive process to develop and publish an updated *Airport Master Plan* and associated *Airport Layout Plan*; and

WHEREAS, the Federal Aviation Administration (“FAA”) reviewed the updated *Airport Layout Plan* (“ALP”) under the standards established by FAA Advisory Circular (AC) 150/5070-6 *Airport Master Plans* and 150/5300-13A, *Airport Design* and issued its conditional approval of the ALP; and

WHEREAS, the Florida Department of Transportation (“FDOT”) reviewed the updated ALP under the standards established by FDOT’s *Guidebook for Airport Master Planning* and issued a determination that the updated ALP was consistent with the FDOT *Guidebook for Airport Master Planning* and are compatible with the *Florida Aviation System Plan (FASP)*; and

WHEREAS, the Airport Authority is entering into the operational phase of *executing* the features of the approved ALP in the area between Runway 13/31 and the Tolomato River (the “East Area”) and has made a comprehensive assessment of the relevant circumstances surrounding East Area development; and

WHEREAS, by this Resolution the Airport Authority desires to: 1) to establish priorities for the allocation of the Airport Authority’s financial and other resources necessary to support East Area development; 2) to establish priorities for the uses of the land in the East Area; and 3) to establish priorities for the role the Airport Authority will have in the development of the East Area’s facilities;

NOW THEREFORE, be it resolved, as follows:

East Area Development Plan

Background

1. Attached to this Resolution as Exhibit “1” is a diagram of the East Area that correlates to Sheet 7 of the Airport Authority’s current ALP. The specific locations and extent of the proposed facilities depicted on Exhibit “1” are notional, including the notional locations roadways, taxiways,

taxilanes, aprons, retention ponds, and hangars. The Master Plan provides narrative context to the depiction of the proposed facilities.

2. Exhibit 1 also depicts the notional relocation of Hawkeye View Lane. The relocation of Hawkeye View Lane will permit taxiway access to the largest segments of undeveloped land in the East Area. Three Areas of undeveloped land are identified on Exhibit “1”: **Area A** is designated and for the development of large hangars, a resource that is substantially lacking at the Airport; **Area B** is designated for the future site of a full-service Fixed Base Operator (“FBO”) facility; and **Area C** is designated for the future site of a large scale or heavy industrial Maintenance, Repair and Overhaul facility (“MRO”). The development criteria for each of the Areas are described below.

3. As a necessary condition to the development of additional aeronautical facilities on the East Area, there will be needed: 1) utility infrastructure (fire suppression, electrical, digital, storm water, grading, sanitation, etc.); and 2) environmental impact mitigation credits. Approximately 12.5 upland freshwater mitigation credits will be needed to develop all of the East Area in the manner contemplated by the ALP. The Airport Authority currently owns 4.89 upland freshwater mitigation credits. While additional mitigation credits are not currently available in the marketplace, additional mitigation credits may become available in the future.

Development Priorities

The Relocation of Hawkeye View Lane

4. The relocation of Hawkeye View Lane is the lynchpin that unlocks the rational development of additional aeronautical facilities in the East Area. This relocation project is established as the highest priority for the Airport Authority’s financial resources and mitigation credit expenditures. During this development cycle, the relocated Hawkeye View Lane will terminate at the Northrup Grumman North 40 Leasehold. Extending Hawkeye View Lane to Area C will be deferred unless existing funding is adequate or specific additional funding for an extension is obtained. The route of relocated Hawkeye View Lane will be established in such a way as to maximize the use of undeveloped land in the East Area, consistent with deed restrictions. The Executive Director may develop proposals to accelerate the commencement of construction of Hawkeye View Lane’s relocation, including the development of bid specifications and invitations to bid prior to the start dates of FDOT construction funding (Summer/Fall of 2025).

East Area Infrastructure and Utilities Loop

5. As necessary as the relocation of Hawkeye View Lane is to the successful development of additional aeronautical facilities in the East Area, so to is the establishment of utilities infrastructure, including fire suppression, electrical, digital, storm water retention, sanitation, grading, etc. It is very likely that significant efficiencies would be achieved if much of this infrastructure were developed concurrently with the relocation of Hawkeye View Lane. While the scope of infrastructure coverage created during this development cycle may, if necessary, be less than the entirety of the East Area, the plan should contemplate eventual coverage of all of the

facilities contemplated by the ALP. Accordingly, Infrastructure and Utilities for the East Area is established as the highest priority for the Airport Authority's financial resources and mitigation credit expenditures, second only to the relocation of Hawkeye View Lane itself, should there be the necessity to make an election between these two predicate projects.

Estimates of Mitigation Credit Consumption by Hawkeye View Lane
Relocation and Infrastructure Utility Loop

6. In order to make the most informed decisions about the scope of aeronautical facilities within the East Area during this development cycle, the Executive Director is tasked with developing an engineering estimate of the number of mitigation credits likely to be required for the relocation of Hawkeye View Lane and the development of necessary utility infrastructure for the East Area.

Areas A, B, and C

7. Subordinate to the relocation of Hawkeye View Lane and Infrastructure development, and for the reasons set forth below, this Development Plan prioritizes the types and sequences of development of new aeronautical facilities in the East Area in the following order: Area A (with large hangars,) followed by Area B (with a full service FBO facility,) followed by Area C (industrial or constellation of MRO facilities.) This prioritization is informed by the current availability of Upland Freshwater Mitigation Credits, the market demand for new aeronautical facilities, current funding sources, and the requirement that the Airport Authority remain as financially self-sustaining as possible. This prioritization is consistent with the ALP and Master Plan.

Area A

8. With the Airport Authority's recently completed land purchase on the East Area, the Interim Executive Director is tasked with commissioning an updated and more detailed conceptual site plan for **Area A** which depicts the arrangement of the maximum number of large hangar facilities that could be built within **Area A**, and which estimates the total square footage of available large hangar space that could be developed in **Area A**. To the extent practicable, the site plan should estimate the number of mitigation credits attributable to each of the proposed hangar facilities, with a goal of maximizing the utilization of available mitigation credits in a way that results in the greatest hangar capacity.

9. The limited availability of corporate aviation hangar facilities is the most substantial market imbalance that currently exists at the Airport. Due to their substantial positive economic impact on the Airport Authority's ability to be as self-sustaining as possible, and secondary impact on high value job creation, the development of large hangars that the Airport Authority has available to operate and rent to owners of corporate aviation aircraft (primarily cabin-class, turbine powered, multi-engine aircraft) is a specific business development goal of the Airport Authority.

While a commercial Special Aviation Service Operation (SASO)¹ is not categorically precluded in Area A, this Development Plan is meant to support the Airport Authority's goal of increasing the number of corporate aviation aircraft that are based at the Airport.

10. To the greatest degree practicable, consistent with the availability of funding sources and the prudent fiscal stewardship of the Airport Authority's finances, the Airport Authority will itself be the presumptive developer and owner of large hangar facilities to be built in **Area A**. Benefits to the long-term fiscal health of the Airport Authority from large hangars operated by the Airport Authority itself include increased rental income, increased fuel flowage revenue on more frequently utilized and larger business aircraft, and an increased customer base to support additional high-value aeronautical jobs and service providers at the Airport. Any proposal to the Board of Directors for the Airport Authority to develop and own a specific large hangar facility on Area A will be accompanied by a written business plan evaluating the potential risks and benefits of such an undertaking.

11. Where a large hangar development business plan or its predicted Return on Investment (ROI) makes it imprudent for the Airport Authority itself to be the developer and owner of a new large hangar facility, or the corporate aircraft owner has a preference otherwise, this East Side Development Plan does not preclude the granting of land leases for large hangar facility development by private sector parties who are themselves owners of corporate aviation aircraft. For the purposes of this East Side Development Plan, an "owner of corporate aviation aircraft" means a business entity (or group of entities related through common ownership and control) that uses an owned aircraft for purposes distinct from the business entity's primary business activity.

12. The Executive Director continues to be authorized to receive qualified statements of interest to utilize or develop corporate hangar facilities from owners of corporate aviation aircraft, and to evaluate the proposals utilizing the procedures established by the Airport Authority's published Lease Policy and Procedures Manual.

Area B

13. The intended use of **Area B** is for the future development of a full-service FBO facility with fuel sales.

14. Empirical evidence and the recent experience of the Airport Authority suggests that market conditions may not presently exist to sustain construction of new aeronautical facilities for a second FBO franchisee until additional corporate aviation aircraft are based at the Airport. For

¹ **Specialized Aviation Service Operations** (SASO's), are sometimes known as single service providers or special FBO's. "Examples of these specialized services may include aircraft flying clubs, flight training, aircraft airframe and powerplant repair/maintenance, aircraft charter, air taxi or air ambulance, aircraft sales, avionics, instrument or propeller services, or other specialized commercial flight support businesses. Airport sponsors generally do not allow fuel sales alone as a SASO, but usually require that fuel sales be bundled with other services." See, FAA Advisory Circular 150/5190-8: *Minimum Standards for Commercial Aeronautical Activities*, December 7, 2023.

this reason, and to the extent that limited development resources must be allocated, **Area A** will continue to receive a higher priority for aeronautical facility development. It is anticipated that a well-publicized and competitive bidding process will be utilized for either the development or the operation (or both development and operation) of an FBO facility in **Area B** when market conditions favor such development and additional mitigation credits become available.

Area C

15. Under the current East Area development plan, **Area C** is reserved for the development of either a single, contiguous, industrial scale MRO facility or a constellation of smaller MRO facilities.

16. The specific highest and best use of **Area C** is likely to evolve as **Area A** and **Area B** develop. Access to **Area C** will require the modification of the adjacent leasehold (the Northrup Grumman North 40 parcel) and will require the expenditure of a substantial amount of wetland mitigation credits that do not presently exist. For these reasons, and absent the emergence of an immediate need for a single, contiguous, industrial scale MRO facility, **Area C** will be developed sequentially after **Area A** and **Area B**.

Modifications and Approval

17. For good cause shown, the acting Executive Director may propose a modification or variance to this East Side Development Plan. The Airport Authority Board of Directors may, at their discretion, modify it in whole or in part.

18. The development activities contemplated by this East Side Development Plan are subject to review and approval by the FAA and other regulatory agencies for Grant Assurance and regulatory compliance and may be modified in response to that review.


19. Chairperson, Reba Ludlow, and Secretary/Treasurer, Dennis Clarke, are authorized to witness and execute this Resolution on behalf of the St. Johns County Airport Authority.

WITNESSETH: Adopted the 13th day of January, 2025 in Regular Session by the St. Johns County Airport Authority.

WITNESS:



Reba Ludlow
Printed Name: Board Chairman



DENNIS M. CLARKE
Printed Name: Secretary/Treasurer

