United States General Accounting Office

GAO

Report to the Chairman, Subcommittee on Transportation and Related Agencies, Committee on Appropriations, U.S. Senate

June 1994

AIRPORT IMPROVEMENT PROGRAM

The Military Airport Program Has Not Achieved Intended Impact

GAO/RCED-94-209

GAO

United States
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Washington, D.C. 20548

Resources, Community, and
Economic Development Division

B-256001

June 30, 1994

The Honorable Frank R. Lautenberg
Chairman, Subcommittee on Transportation
and Related Agencies
Committee on Appropriations
United States Senate

Dear Mr. Chairman:

This report is one of a series of reports responding to your request that we review the Airport Improvement Program (AIP), the nation's major program for planning and improving its airport infrastructure.[1] This multibillion-dollar program administered by the Federal Aviation Administration (FAA) includes set-asides, or legislatively established funding categories, for specific uses. One such set-aside—the Military Airport Program (MAP)—was established in 1990 to assist current and former military airports located in congested metropolitan areas in converting to viable civilian airports. This report focuses on whether (1) MAP airports were selected in accordance with program goals of enhancing capacity systemwide and providing conversion-related assistance and (2) FAA has effectively allocated MAP funds to ensure that they are having their intended impact.

Results in Brief

Nine of the 12 airports in the Military Airport Program do not meet key legislatively established program goals. Five of the airports are not located in congested air traffic areas and are unlikely to increase capacity, either in major metropolitan areas or systemwide. Nine airports selected had already been operating as joint or civilian airports for 10 or more years, and many of these already had the types of facilities in place that the program was designed to develop. FAA officials said that they were unclear about the types of airports the program was intended to assist and that they felt pressured to nominate the maximum number of candidates within the legislated time frames. The program's legislation, however, specifically allowed FAA to nominate fewer than the maximum number of airports if there were not enough qualified candidates available.

[1]Other reports include Airport Improvement Program: Allocation of Funds From 1982 to 1992 (GAO/RCED-94-14FS, Oct. 19, 1993), Airport Improvement Program: Better Management Needed for Funds Provided Under Letters of Intent (GAO/RCED-94-100, Feb. 2, 1994), and Airport Improvement Program: Reliever Airport Set-Aside Funds Could Be Redirected (GAO/RCED-94-226, June 30, 1994).

FAA has not allocated program funds to achieve their intended impact. FAA has directed only about 23 percent of the Military Airport Program funding to the types of conversion-related projects identified in the program's legislation. Furthermore, FAA is funding relatively low-priority projects, for such things as snow removal equipment and service roads, at many of the airports and continues funding airports that no longer have conversion-related needs. Although FAA officials stated that the program's legislation does not clearly define projects that are conversion-related, they have made no efforts to better define such needs or to develop an effective mechanism for allocating funds. Also, FAA has not analyzed the impact of the program on enhancing capacity in major metropolitan areas or systemwide—a factor that is critical to demonstrate the viability of the program as a special set-aside. Until corrective actions are taken, the appropriateness of the current level of set-aside funding and the continued need for the program remain in question.

Background

Through AIP, FAA provides grants to support airport planning and development projects that enhance capacity, safety, and security and mitigate noise at airports included in FAA's National Plan of Integrated Airport Systems (NPIAS).[2] FAA allocates most AIP funds on the basis of a legislated entitlement formula and set-aside categories earmarked for specific types of airports or projects. MAP is one of the five earmarked set-aside categories. (See appendix I for a description of AIP funding categories.)

The 1990 legislation authorizing MAP required the Secretary of Transportation to select up to eight current or former military airports to receive not less than 1.5 percent of the total AIP funding from this set-aside in fiscal years 1991 and 1992—totaling $29.3 million and $29.5 million, respectively.[3] At least two of the airports were required to be designated within 6 months of the legislation's enactment, and up to six more by September 30, 1992. As a result of legislative changes enacted in 1992, the program was expanded to 12 airports that were to receive not less than 2.25 percent of the total AIP funds in fiscal year 1993—for a total of

[2]NPIAS is FAA's 10-year planning document intended to identify airports and projects critical to the national system. NPIAS includes approximately 3,300 airports. An airport must be included in NPIAS to be eligible for AIP funding.

[3]All figures in this report are adjusted to constant fiscal year 1993 dollar values, unless otherwise noted.

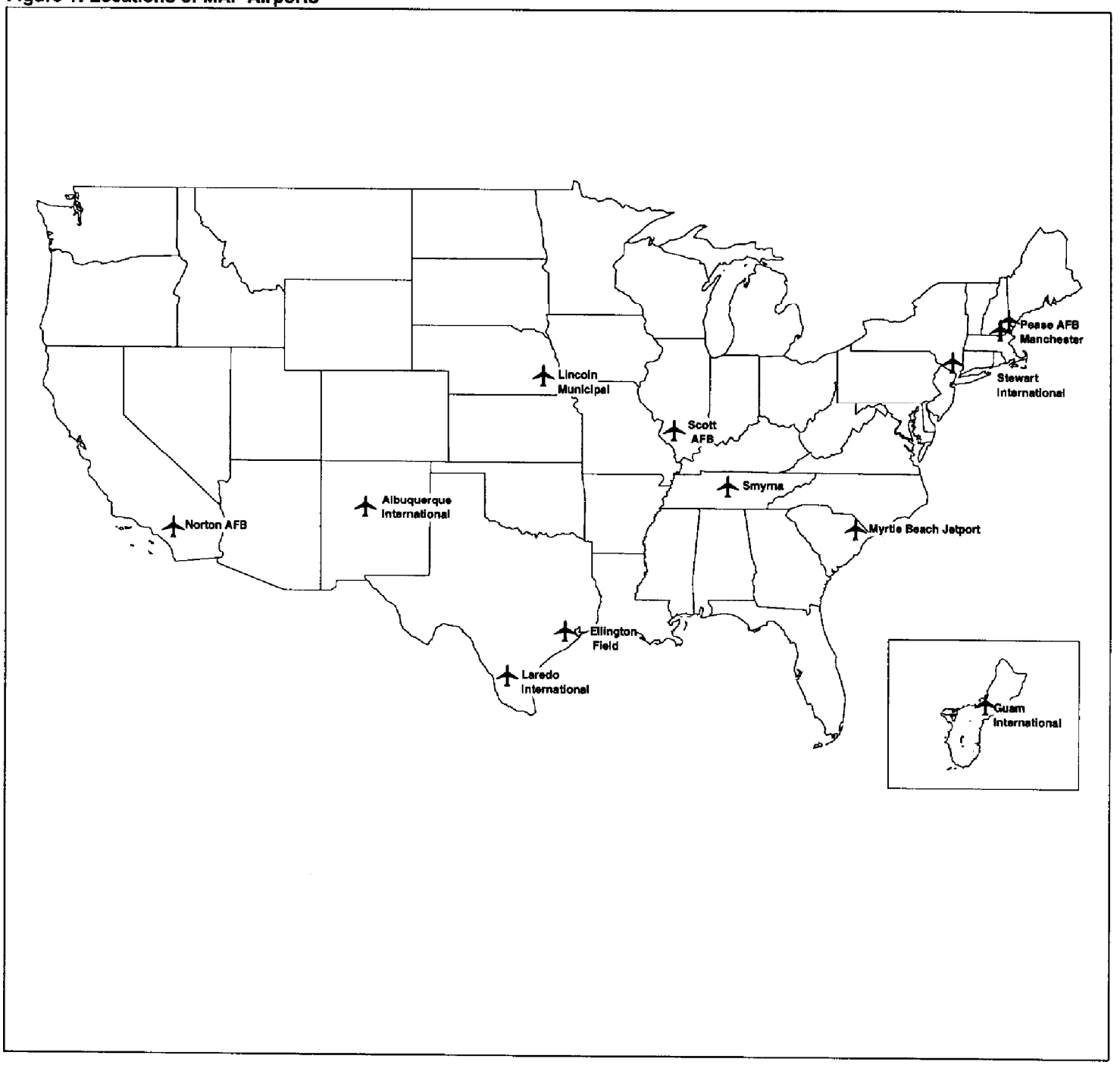
$40.5 million—and not less than 2.5 percent in fiscal years 1994 and 1995.[4] No time restrictions were imposed for selecting the additional four airports. The original legislation also allowed for fewer than the maximum number of authorized airports to be designated if not enough qualified applicants were available.

The MAP legislation cites three main conditions that an airport must meet to be eligible for the program: (1) it must be a former or current military airport, (2) it must have the potential for conversion to either a public-use commercial service or reliever airport, and (3) its "conversion in whole or in part . . . as part of the national air transportation system would enhance airport and air traffic control system capacity in major metropolitan areas and reduce current and projected flight delays." The Secretary of Transportation delegated to FAA the task of identifying and recommending qualified airports for the program.

The eight MAP airports selected in 1991 and 1992 and the four additional airports selected in 1993 are shown in figure 1.

[4]MAP was authorized under section 9109 of the Aviation Safety and Capacity Expansion Act of 1990 (P.L. 101-508) and amended by the Airport and Airway Safety, Capacity, Noise Improvement, and Intermodal Transportation Act of 1992 (P.L. 102-581).

Figure 1: Locations of MAP Airports



Airports receiving MAP funding remain eligible for regular AIP funding as well.[5] For example, Albuquerque, Guam, Manchester, Myrtle Beach, and Stewart airports each receive from $1 million to $3 million annually in AIP passenger and cargo entitlement funds. Three of the airports—Albuquerque, Scott, and Stewart—have been issued letters of intent expected to provide $6.8 million, $125.4 million, and $6.5 million in AIP funding, respectively.[6] Letters of intent document FAA's intent to obligate AIP funds in future years, subject to authorization and appropriations, and allow recipients to draw multiyear funding from both entitlement and discretionary funding categories. In addition, three MAP airports have received approval (and another is awaiting approval) to levy passenger facility charges (PFC) that will provide them with substantial funding in addition to AIP funding. For example, Guam International is awaiting approval of its second PFC, which will generate $258 million in revenues through 2021 for terminal renovation and reconstruction.

Most MAP Airports Do Not Meet Legislatively Established Program Goals

Few of the 12 MAP airports selected meet the two primary goals cited in the program's authorizing legislation—to enhance capacity in major metropolitan areas and systemwide and to convert former or current military airports to joint or full civilian use. FAA officials said that they were uncertain as to the types of airports to nominate for the program and had not yet completed a legislatively required inventory of all former and current military airports. Nevertheless, FAA officials said that they recommended the maximum number authorized because they felt pressured to do so within legislated time frames. In doing so, FAA elected not to delay nominating airports—as the legislation allows—until more suitable candidates became available through the defense base closure process or other means.

Some MAP Airports Are Not Located in Congested Metropolitan Areas

FAA published criteria to clarify eligibility for MAP in both 1991 and 1993.[7] One criterion was that selected airports "must be located in or near a major metropolitan area presently experiencing or projected to experience high levels of annual air carrier delay (exceeding 20,000 annual hours) at the existing air carrier airport(s)." The only exception to this criterion

[5]For this report, regular AIP funding is defined as that under all other AIP entitlement and discretionary categories—excluding the MAP set-aside—for which a MAP airport is eligible.

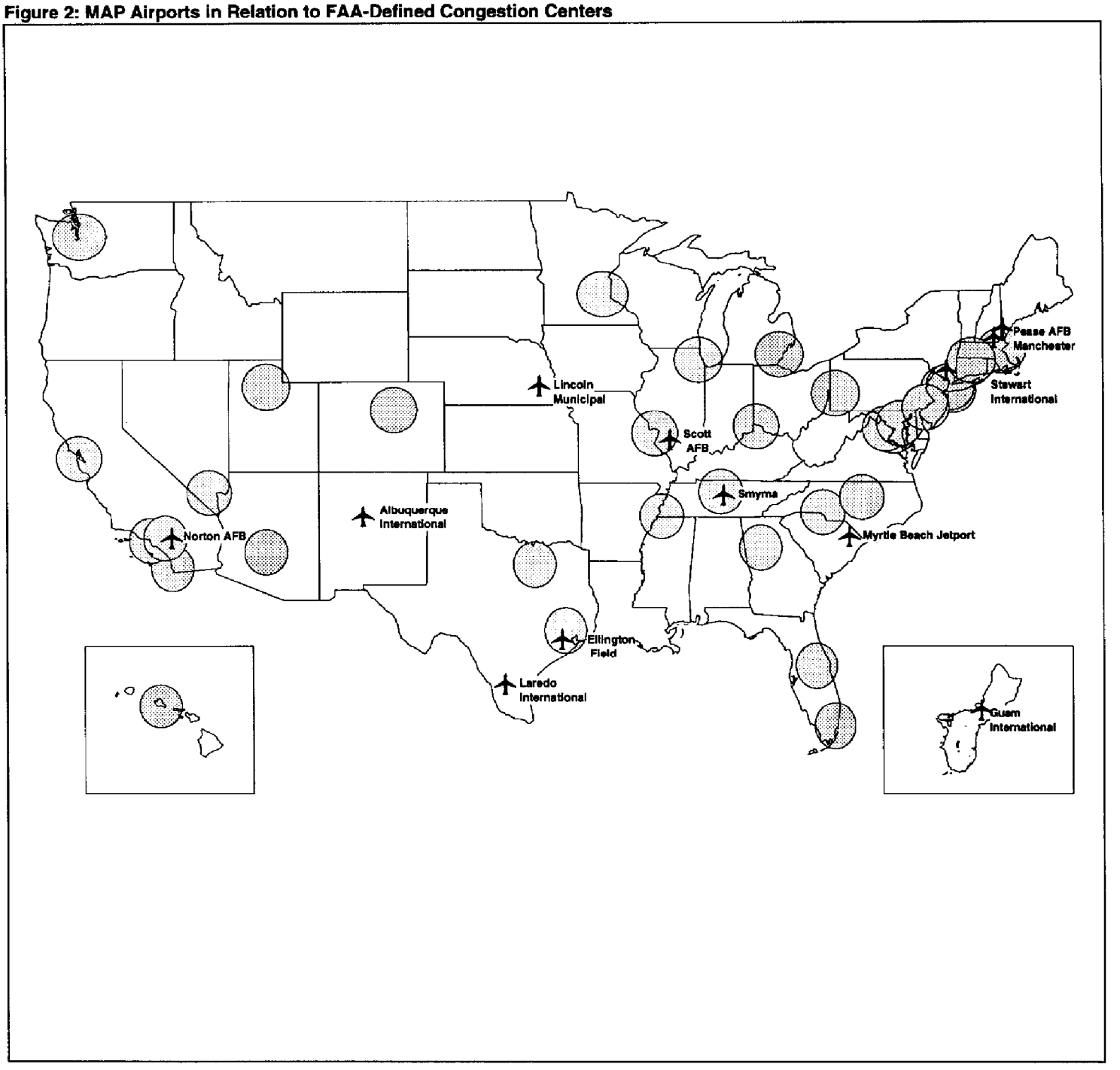
[6]Only Scott's letter of intent includes MAP funding—$44.8 million. For a detailed explanation of letters of intent, see Airport Improvement Program: Better Management Needed for Funds Provided Under Letters of Intent, cited earlier.

[7]Federal Register, 56 Fed. Reg. 13206 (Mar. 29, 1991) and 58 Fed. Reg. 13294 (Mar. 10, 1993).

would be if airports were "in or near a location where, in the opinion of the Secretary, the development of the airport would result in an increase in overall airport system capacity."

Five of the airports selected do not meet this criterion—Albuquerque International, Guam International, Laredo International, Lincoln Municipal, and Myrtle Beach Jetport. Furthermore, in recommending these five airports to the Secretary of Transportation, FAA did not adequately justify how such locations would increase overall airport system capacity. To the contrary, FAA officials have explicitly noted that three of the MAP airports—Laredo International, Myrtle Beach Jetport, and Smyrna Airport—would not directly or significantly contribute to enhancing systemwide capacity. Figure 2 shows the selected airports in relation to FAA-defined congestion centers.

Figure 2: MAP Airports in Relation to FAA-Defined Congestion Centers



Note: Circles represent 60 navigable miles around a congested commercial service airport within a metropolitan area defined by FAA as having air carriers that are currently experiencing, or projected by 2002 to experience, over 20,000 hours of delay annually.

Most MAP Airports Had Been Converted to Civilian or Joint Use

The MAP legislation states that "special emphasis should be placed on the conversion of appropriate former military air bases to civil use and on the identification and improvement of additional joint-use facilities." The 1992 legislation reauthorizing MAP further instructed FAA to report on expected costs and effects to the civilian air transportation system of the Defense Base Closure and Realignment Commission's recommendations of 1993. FAA testified before the Congress that MAP set-aside funds would be "distributed to the twelve designated airports to achieve the conversion of these airports to provide system capacity."

When selected, however, nine MAP airports had already been converted to successful civilian or joint-use facilities. These airports had successfully provided civilian service for periods ranging from 10 to 42 years; six had been operating as civilian or joint-use airports for 20 years or more. In addition, 8 of the 12 airports were operating as nonhub primary, small hub, or medium-sized hub commercial service airports when they were selected for the program.[8] (See appendix II for details on the airports' conversion dates and service levels when they were converted.)

Because these airports had been converted for such relatively long periods, many already had facilities—such as terminals, fuel farms, utilities, or parking lots—for which the program provides special funding authority to develop. While facilities at some MAP airports may have needed renovation or replacement, the same needs exist at many other AIP-eligible airports not in the program. (See appendix III for a description of existing facilities at the airports at the time of selection.)

FAA Did Not Believe It Could Delay Recommendations Until Recently Closed Bases Became Eligible

While MAP's 1990 authorizing legislation provided FAA with flexibility in the number of airports nominated, FAA recommended that the Secretary designate the maximum number of airports as soon as possible. FAA officials acknowledged that many of the military airfields first closed or made joint-use in 1988, 1991, and 1993 would have been excellent MAP candidates. The officials explained that such airfields often have the kind of infrastructure and conversion needs not easily funded from other AIP sources. When the legislation was enacted, however, few of the bases from those closure lists were eligible because many had not been conveyed to a civilian sponsor.

[8]Nonhub primary airports board between 10,000 and 241,544 passengers annually; small hubs between 241,545 and 1,207,723 passengers annually; and medium-sized hubs between 1,207,724 and 4,830,894 passengers annually.

FAA officials said that they were unsure about which former military airports to choose, given that the MAP legislation did not clearly define the types of airports the program was intended to assist or specifically require them to include recently closed bases. For these reasons, FAA officials said that they did not feel compelled to delay making their nominations until such candidates became eligible or seek congressional clarification on selection criteria. To the contrary, the officials said that they believed that they did not have the discretion to delay nominating MAP airports because they believed that the Congress wanted the maximum number designated within the legislated time frames.

FAA officials said that another complicating factor in the MAP selection process was that they did not have a comprehensive inventory of potential candidates from which to choose. The officials said that when they made their MAP recommendations to the Secretary, they had not yet completed a survey required in the MAP legislation to identify those current and former military airports with the greatest potential to improve systemwide capacity. The survey was required to be completed by September 30, 1991. As of May 1994, FAA still had not completed this survey. Absent this comprehensive survey and given the ineligibility of many candidates from the defense base closure processes of 1988, 1991, and 1993, FAA chose its nominations solely from the limited pool of airports applying for the program. Of the 36 eligible applicants, over one-half were already operating as effective commercial service airports. (See appendix IV for a list of airports that applied for MAP in 1991 and 1993.)

FAA's Allocation of MAP Funding Has Not Ensured Maximum Impact on Intended Program Goals

In allocating MAP funds, FAA has not ensured that these investments are having their intended impact of assisting in the conversion of selected airports that are likely to enhance systemwide capacity. Because FAA does not have an effective process for allocating MAP monies, it has directed only a fraction of MAP funding to those conversion-related projects specifically identified in the program's legislation. Furthermore, the agency continues to provide substantial MAP funding to some airports with questionable conversion-related needs. Absent an effective plan or strategy for targeting MAP funding to program-related projects, FAA has little basis for assessing the impact of these investments or identifying which airports should be "graduated" from the program.

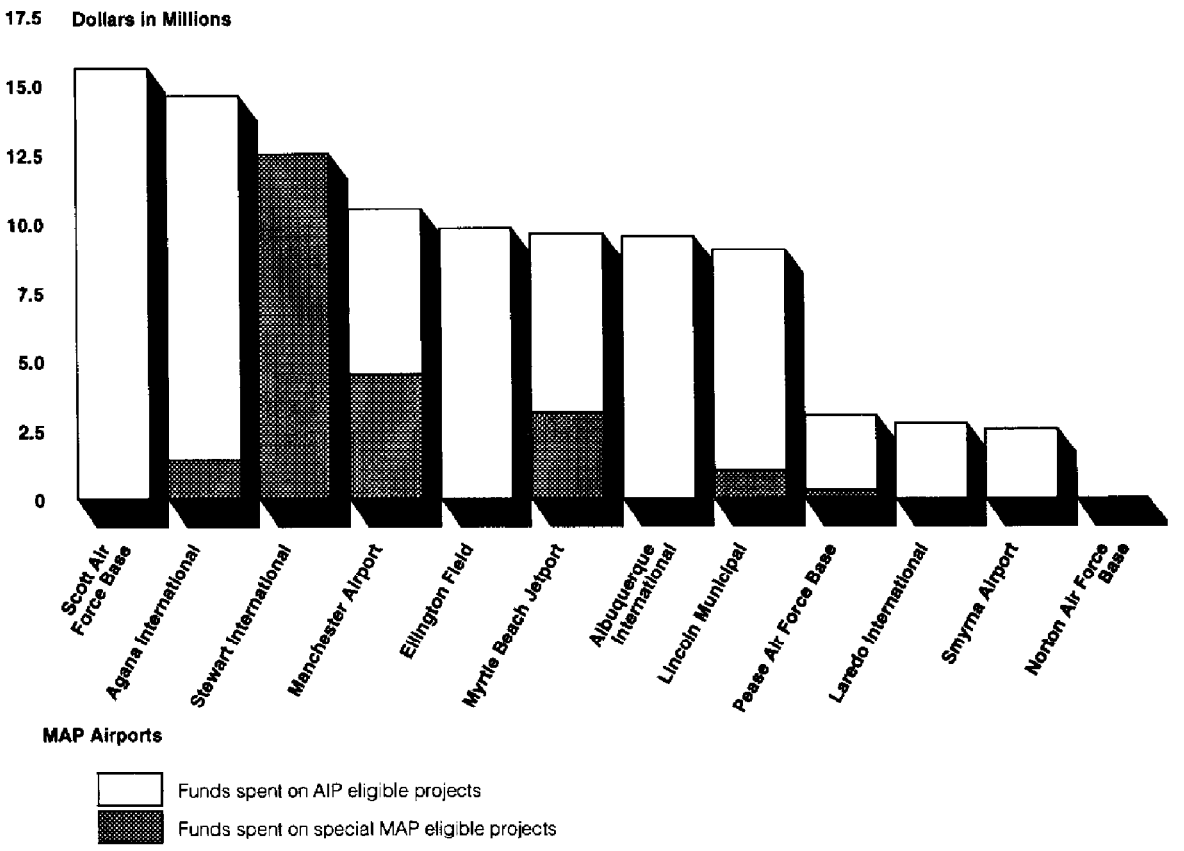
Little MAP Funding Has Gone to Legislatively Identified Projects Related to Conversion

The MAP legislation allows participating airports to use part of their set-aside funds each year for certain projects not eligible for regular AIP funding, including up to $5 million for revenue-generating terminal areas and up to $4 million on parking lots, fuel farms, and utilities. In congressional testimony on its implementation of MAP, FAA said that this set-aside was designed to fund "improvements or projects at those airports that cannot easily be funded through the regular Airport Improvement Program."[9]

Despite this legislative authority, FAA has allocated only about 23 percent of all MAP funds to such conversion-related projects at the selected airports. As shown in figure 3, only six of the airports actually used MAP funds for special eligibility projects, such as terminals, fuel farms, utilities, or parking lots. Three of these airports used less than 12 percent of their total MAP funds on such projects. In addition, two airports simply used MAP funds to expand and upgrade existing terminal facilities—the same type of needs that any growing commercial service airport might have regardless of former or current military use. (Appendix V shows dates of selection and uses of MAP funding.)

[9]Testimony of Monte Belger, Deputy Administrator (Acting), FAA, April 26, 1993, before the Subcommittee on Transportation and Related Agencies, Committee on Appropriations, U.S. House of Representatives.

Figure 3: Use of MAP Funding at Each Airport



Source: FAA.

FAA officials acknowledge that in allocating monies for MAP projects, they have not emphasized conversion-related projects—such as those identified in the program's legislation. Absent this special emphasis, most of these specially designated funds have gone to the same types of airfield-related pavement projects given the highest priority for regular AIP funding. As a result, almost 64 percent of the total MAP as well as the total AIP funding from 1991 to 1993 went to the same four project types—for runways, taxiways, land, and aprons.

FAA Has Provided Funding to MAP Airports With Questionable Program-Related Needs

FAA has provided substantial MAP funding to some airports even when they have questionable conversion-related needs. For example, FAA regional officials administering two MAP airports that have received between $2.5 million and $5.0 million in MAP funds each year questioned the need for these airports' continued participation in the program. The officials explained that both of these airports do not have remaining conversion-related needs and that some MAP funding is going to low-priority projects that would not likely receive regular AIP funding. For example, one airport—which has been effectively converted to civilian use for over 40 years and is not located near a congested metropolitan area—spent about 34 percent of its total MAP funds on projects that are considered low priority by FAA officials for regular AIP funding. Such projects were for such things as snow removal equipment, access roads, and service roads. This airport also generates approximately $5 million in annual revenues for its own use from its associated industrial park. At least three other MAP airports have spent program funds for similar types of projects.

Overall, FAA officials administering six of the MAP airports said that a primary advantage of the set-aside funding to these airports was to speed up capital development, most of which would have received regular AIP funding anyway. FAA officials administering three of the MAP airports said that these airports had special program-related needs that could not be met through other AIP sources.

FAA Lacks an Effective Process to Allocate MAP Funding Among Airports

The conditions described earlier exist because FAA does not have a process to effectively direct MAP funds among participating airports. Despite the MAP legislation's identification of specific program-related projects, FAA officials stated that the legislation never clearly identified which type of projects should be considered conversion-related. Yet the officials made no effort to define program-related needs on their own or to clarify the intended uses of MAP funding. Instead, FAA officials said that they view MAP as just another AIP funding source requiring no special process for allocating these set-aside funds. The officials use the same priority system for MAP funding decisions as they do for all other AIP funds and place no special emphasis on conversion-related projects. (See appendix VI for a description of FAA's system for prioritizing AIP funding to projects.)

Since FAA officials essentially view MAP no differently than any other AIP funding source, they have not defined the types of projects they consider to be conversion-related. Furthermore, the officials have not developed a

plan or strategy for each MAP airport to (1) identify conversion-related needs, (2) decide which of those needs will receive program funding and in what order, and (3) evaluate progress in meeting those needs. As a result, FAA is not well positioned to ensure that future allocations of MAP funds will be directed to high-impact projects consistent with program goals.

These two factors—conversion-related criteria and an implementation plan—are also important to determine when airports are "converted" and no longer merit continuing participation in the program. This determination is important both to prevent future use of MAP funds for relatively low priority projects and to make room in the program for more needy airports as they become eligible. Currently, however, no provision exists either in the authorizing legislation or in FAA regulations that clearly establishes conditions for ending participation in the program.

FAA officials said that they have not determined a "graduation date" for any of the current MAP airports. Furthermore, the officials said that they currently have no plans to formally assess whether any MAP participant should be graduated from the program. The officials said that airports are selected for MAP with the assumption that they have at least 5 years' worth of development needs that can be funded through the set-aside. Thus, the officials see no need to make ongoing assessments during the 5-year eligibility period to determine whether program-related needs have been met at a selected airport. In the meantime, officials from 11 of the MAP airports said that they plan to continue in the program beyond the 5-year eligibility period if allowed to do so. Scott Air Force Base, for instance, currently has a 10-year letter of intent for $14 million a year in AIP funds, $5 million of which will annually come from MAP unless its participation in the program is reconsidered at some point.[10]

Conclusions

As implemented, MAP is not having its intended impact. FAA has not established clear criteria to define what it considers a program-related need, identified airports with such needs located near congested metropolitan areas, or developed an effective strategy or plan for allocating program funds among selected airports. As a result, FAA has no basis for assessing the overall impact of MAP investments and determining if selected airports merit continued participation. Lacking such an assessment, there is no assurance that the program can significantly impact capacity in major metropolitan areas or systemwide. Furthermore,

[10]Nominal dollar values, not adjusted to constant fiscal year 1993 values.

without a comprehensive survey of potential candidates for the program, FAA cannot determine which airports are best qualified to meet the goals of the program.

If the legislated program goals are to be achieved, major changes in the program must occur. As a minimum, a more proactive role by FAA would better position it to deal with the growing number of military base closures and the need to optimize the impact of increasingly limited AIP funds. To date, FAA has used the program in many cases merely to speed up funding to airports that would have otherwise received regular AIP funding. We believe that this practice is counterproductive to achieving program goals.

Recommendations

We recommend that the Secretary of Transportation direct the Administrator, FAA, to

- define what constitutes a congestion-reducing or conversion-related need and base future MAP participation and funding decisions on these criteria;
- before additional program selections are made, complete the legislatively required survey to identify a comprehensive list of current and former military airports with the greatest potential to improve systemwide capacity;
- develop an implementation plan for each MAP airport that includes (1) cataloging conversion-related needs, (2) deciding which of those needs will receive program funding and in what order, and (3) establishing graduation dates linked to a level of civilian service achieved; and
- determine the impact of the program in reducing congestion and enhancing capacity in major metropolitan areas and provide the results and recommendations to the Congress as a basis for possible changes to the program.

Matters for Congressional Consideration

The Congress may wish to consider two options for improving the targeting of MAP funds within the national airport system. First, to better guide FAA in selecting future MAP airports, the Congress may wish to limit participation in the program to those airports (1) that are located in FAA-defined congested areas and (2) whose first civilian use occurred after the 1988 and later base closure and realignment processes. A second option would be to retain a financial cap on the set-aside, but give FAA the discretion to adjust downward the number of participating airports or the overall MAP funding level, on the basis of ongoing needs assessments at

each airport and an evaluation of progress on measurable program goals. Those funds deemed no longer necessary for program-related needs could be made available for other discretionary uses under the broader AIP.

Agency Comments

As requested, we did not obtain written agency comments on a draft of this report. However, we discussed our findings and recommendations with FAA's Deputy Assistant Administrator, Airports; Manager, Programming Branch, Airports Financial Assistance Division; Manager, MAP, Airport Planning and Programming Office; and other Department of Transportation officials. The FAA officials stated that they felt that all 12 of the selected airports meet the MAP's intended goals because the authorizing legislation did not require the selections to be located in major metropolitan areas, and they believe that even those not located in congested areas can benefit the national system. The agency's own criteria state that selected airports should be located in FAA-defined congested areas, and the officials administering the MAP provided no data to support how the selected airports not located in such areas are enhancing systemwide capacity. The officials also stated that they felt the report did not adequately explain their selection process for nominating MAP airports. The objectives of our report were to assess the outcomes of FAA's nomination process for MAP airports, rather than the process itself. Although they generally agreed with our recommendations, the FAA officials stated that the recommendations should also address the need to clarify the intent of the MAP legislation. We believe that we have addressed this concern throughout the report by pointing out those areas of the legislation which agency officials found to be vague or unclear, as well as in our matters for congressional consideration.

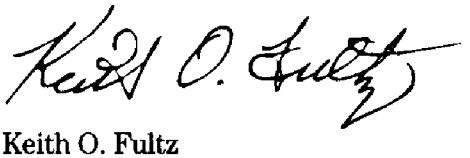
We performed our review between October 1993 and June 1994 in accordance with generally accepted government auditing standards. All dollar amounts in this report have been adjusted to constant fiscal year 1993 dollars unless otherwise noted. Additional details on our scope and methodology are contained in appendix VII.

As agreed with your office, unless you publicly announce its contents earlier, we plan no further distribution of this report until 10 days after the date of this letter. At that time, we will send copies to appropriate congressional committees; the Secretary of Transportation; the Administrator, FAA; the Director, Office of Management and Budget; and

other interested parties. We will also make copies available to others on request.

This report was prepared under the direction of Kenneth M. Mead, Director, Transportation Issues, who may be reached at (202) 512-2834. Major contributors to this report are listed in appendix VIII.

Sincerely yours,



Keith O. Fultz
Assistant Comptroller General

Contents

Abbreviations

AIP	Airport Improvement Program
FAA	Federal Aviation Administration
GAO	General Accounting Office
MAP	Military Airport Program
NPIAS	National Plan of Integrated Airport Systems
PFC	passenger facility charge

Description of AIP Funding Categories

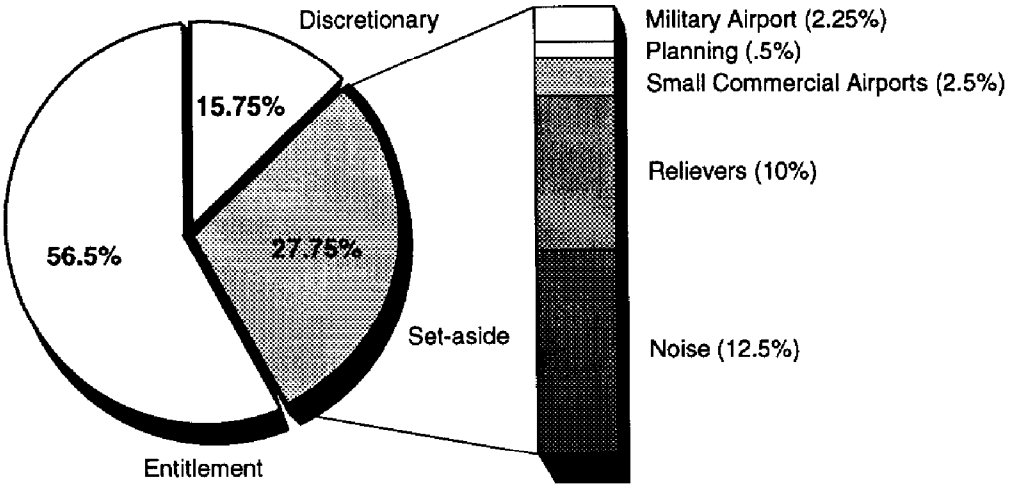
As authorized by the Airport and Airway Improvement Act of 1982 and amended in 1987, 1990, 1992, and 1994, the Airport Improvement Program (AIP) provides grants to improve our nation's airport infrastructure and enhance systemwide capacity. To attain these goals, the Federal Aviation Administration (FAA) is required to allocate over one-half of the total annual AIP funding through entitlement formulas to primary and cargo airports and to states for use at general aviation airports. The Congress has also established five set-aside categories directing AIP funding to certain types of airports and projects. As shown in figure I.1, these five set-asides received about 28 percent of total annual AIP funds through fiscal year 1993.[11] The five set-asides include: (1) the Military Airport Program (MAP), (2) reliever airports, (3) small airports,[12] (4) noise mitigation, and (5) planning. The remaining AIP funds can be allocated at FAA's discretion, but most must go to projects related to capacity, safety, security, or noise mitigation. Our prior work discussed AIP and FAA's process for allocating these funds.[13]

[11]The Airport Improvement Program Temporary Extension Act of 1994 (P.L. 103-206) decreased the amount of total funding directed to the five set-aside categories in fiscal year 1994 to just over 22 percent.

[12]Small airports are defined by FAA as those commercial service airports enplaning more than 2,500 but less than 10,000 passengers annually.

[13]Airport Improvement Program: Allocation of Funds From 1982 to 1992 (GAO/RCED-94-14FS, Oct. 19, 1993).

Figure I.1: AIP Funding Categories Through Fiscal Year 1993



Note: The MAP set-aside increases to 2.5 percent of total AIP funding through fiscal years 1994 and 1995. The 1994 legislation reauthorizing the AIP increased the planning set-aside from 0.5 to 0.75 percent and decreased the small airports and the reliever set-asides—from 2.5 to 1.5 percent and from 10 to 5 percent, respectively. The MAP and noise set-asides remain unchanged.

Source: The Airport and Airway Safety, Capacity, Noise Improvement, and Intermodal Transportation Act of 1992 (P.L. 102-581).

Conversion Dates for MAP Airports and Service Levels at the Time They Were Selected

Eight of the 12 MAP airports were first converted to joint or civilian use 19 or more years ago, as shown in table II.1; only 2 were first converted as a result of the 1988, 1991, or 1993 defense base closure lists.[14] At the time of selection, eight of the MAP airports were already operating as primary commercial service airports—which enplane more than 10,000 passengers annually and include large, medium, small, and nonhubs. In addition, when selected, 5 of these airports were ranked among the top 150 airports nationwide based on their level of annual passenger enplanements. The other MAP airports were categorized as small commercial service airports, which enplane between 2,500 and 10,000 passengers annually, or reliever airports, which are noncommercial service airports intended to relieve a congested primary airport.

Table II.1: Conversion Dates and Service Levels for MAP Airports

MAP airport	Date first joint/full civilian use	Service level at the time of selection
Lincoln Municipal (NE)	1952	Nonhub primary
Manchester Airport (NH)	1961	Small hub primary
Albuquerque International (NM)	1962	Medium hub primary
Stewart International (NY)	1970	Small hub primary
Smyrna Airport (TN)	1970	Reliever
Guam International	1974	Small hub primary
Myrtle Beach Jetport (SC)	1975	Small hub primary
Laredo International (TX)	1975	Nonhub primary
Ellington Field (TX)	1984	Nonhub primary
Scott Air Force Base (IL)	1986	Reliever
Pease Air Force Base (NH)	1992	Small commercial service
Norton Air Force Base (CA)	1994	Reliever

[14]Although the full closures of Guam International and Myrtle Beach Jetport were announced by the 1993 and 1991 defense base closure lists, respectively, both airports have operated as civilian commercial service airports under joint use agreements for 19 years or more.

Facilities at MAP Airports at the Time of Selection

At the time of selection, the majority of the MAP airports already had many of the facilities in place that the program was intended to develop.

Scott: Designated for participation in 1991. Existing facilities included approximately 3,900 acres with a single 7,038 x 150 feet joint-use runway and associated airfield taxiways, air traffic control tower, and instrument approach.

Guam: Designated in 1991. Joint use since 1974, placed on 1993 defense base closure and realignment list for full closure. The civilian sponsor had control over approximately 230 acres, including terminal-related areas and a 27-acre industrial park. Joint use airfield offered 10,015 x 150 feet and 8,000 x 150 feet parallel runways, associated taxiways, air traffic control tower, and instrument approach. In the 1980s, a civilian fueling facility was constructed and a new 296,670 square feet international passenger terminal opened. Airport facilities also included 10 apron areas stressed to accommodate passenger jet aircraft, public parking areas, and cargo and commuter service facilities.

Stewart: Designated in 1991. Existing facilities encompassed 9,600-plus acres, including 1,552 acres of airfield-related areas and an 180-acre industrial park. The airfield offered a 11,818 x 150 feet primary runway with instrument approach, a 6,006 x 150 feet secondary runway, and an air traffic control tower. The airport also offered a terminal originally constructed in the 1970s as a 35,600 square feet hangar but renovated in 1990 to accommodate airline ticketing and passenger service. In 1990, the airport opened a new 50,000 square feet air cargo building.

Manchester: Designated in 1991. Existing airfield facilities included intersecting 7,001 x 150 feet and 5,847 x 150 feet runways, instrument approach, and an air traffic control tower. The airport also offered a 42,000 square foot passenger terminal built in 1962 to accommodate prop-type aircraft.

Myrtle Beach: Designated in 1991. Joint use since 1975, placed on 1991 defense base closure and realignment list for full closure. At the time of selection, the civilian sponsor had a long-term lease for 170 acres of the 3,937-acre base for civilian usage, including aprons, taxiways, terminal, automobile parking, and access roadways. The joint-use airfield offered a 9,500 x 150 feet main runway strengthened in 1989 for heavier aircraft, an instrument approach, and air traffic control tower. The original 25,000 square feet passenger terminal, a parallel taxiway, and a connecting apron

were built by Piedmont Airlines in 1976. In 1984, the civilian sponsor expanded the terminal to approximately 55,000 square feet for additional baggage claim and ticket counter space and constructed an adjacent public parking area and rental car facilities.

Ellington: Designated in 1991. Existing facilities covered over 1,900 acres. The airfield offered a 9,000 x 150 feet primary runway, a 4,000 x 100 feet parallel runway, and a 8,000 x 150 feet crosswind runway. The airport also offered three instrument approaches, a 24-hour air traffic control tower, and a small terminal built by the airline offering commercial service.

Albuquerque: Designated in 1991. Civilian airport property encompassed 1,250 acres, with some restrictions imposed by ongoing joint use with Kirtland Air Force Base. Existing airfield facilities included a 13,775 x 300 feet primary runway, with instrument approach; a 10,000 x 150 feet secondary runway; and one 9,000 x 100 feet general aviation runway. The airfield also offered ground and air navigational aids and an air traffic control tower. In the late 1980s, the civilian sponsor used locally generated revenues on several extensive improvements, including a $120 million passenger terminal renovation completed in 1989; a 3,398-car parking structure; and expansion of freight facility and general aviation areas.

Lincoln: Designated in 1992. Existing facilities covered about 5,200 acres of former military property. The airfield offered a 12,900 x 200 feet primary runway, a 8,800 x 150 feet crosswind runway, and another 5,500 x 100 feet runway with instrument approaches. A FAA air traffic control tower was built in 1975. A new $8 million airline complex was opened in 1974, including a two-level terminal, aircraft taxiways and parking aprons, and passenger parking and access roads; a 540-car parking garage was added in 1987. An adjacent industrial park covered 1,400 acres and provided for airport-compatible leasing.

Pease: Designated in 1993. The airport was identified for closure in the 1988 defense base closure and realignment list. The civilian sponsor received 1,700 of the total 4,500 acres of former Air Force property. The airfield offered a single 11,318 x 300 feet runway, which is not yet stressed to accommodate larger jet aircraft; an instrument approach; and an air traffic control tower. All buildings are former military but many are not yet lease-able, with the exception of hangars leased to fixed based operators and a building serving as a commuter terminal.

Laredo: Designated in 1993. Existing facilities encompassed 1,460 acres. The airfield offered two parallel runways, at 7,810 x 150 feet and 8,201 x 150 feet, originally built in the 1940s and last overlaid in the 1980s. In addition, the airfield had a 5,926 x 150 feet crosswind runway, instrument approach, and an air traffic control tower. The heaviest type of craft that the runways can accommodate are Boeing 727s or McDonnell Douglas DC-8s. The original passenger terminal built in 1975 was expanded to 11,388 square feet to accommodate expanding passenger service and included a 70-car parking lot. Another 12,240-square feet former military building is now used for airport administration and international arrival services.

Smyrna: Designated in 1993. The facilities encompassed about 1,700 acres of former military property. The airfield offered a 8,037 x 150 feet main runway and a 5,546 x 100 feet crosswind runway; instrument approach; and an air traffic control tower. All buildings located on the airport are former military facilities that have been modified for commercial use, including three 10-stall hangars leased to fixed based operators and an office building housing the airport administration and other tenets. The civilian sponsor also owns 650 acres of adjacent industrial-zoned land that has not yet been extensively developed.

Norton: Designated in 1993. Identified for closure in the 1988 defense base closure and realignment list. The civilian sponsor received 1,300 of the 2,100 acres of former Air Force base property, including the 10,001 x 200 feet single runway with instrument approach and associated taxiways and aprons. The civilian sponsor also received an air traffic control tower and office building constructed in 1988; some lease-able smaller hangars; a 652,000 square feet four-bay maintenance hangar; and a 65,000 square feet former military passenger terminal.

Airports That Applied for MAP

As shown in table IV.1, 41 airports applied for MAP. Of that number, five were not eligible because they were either not a former or current military airport or did not qualify as a reliever or commercial service airport. Of the 36 eligible applicants, 20 were classified by FAA as primary commercial service airports, 4 as small commercial service airports, and 11 as reliever airports. The remaining two were considered to have the potential to be either a small commercial service airport or a reliever. The majority of the nonselected airports have received within the same range of AIP funding as, or less AIP funding than, the 12 selected airports since 1982.

Table IV.1: Airports That Applied for MAP (Dollars in Millions Adjusted to Constant Fiscal Year 1993 Values)

Airport	Role	AIP funding 1982-93
1. Stewart International (NY)	Primary	$39.86
2. Ellington Field (TX)	Primary	$15.65
3. Manchester Airport (NH)	Primary	$41.21
4. Guam International	Primary	$52.90
5. Myrtle Beach Jetport (SC)	Primary	$24.02
6. Albuquerque International (NM)	Primary	$75.30
7. Scott AFB (IL)	Reliever	$31.90
8. Lincoln Municipal (NE)	Primary	$29.49
9. Laredo International (TX)	Primary	$6.79
10. Smyrna Airport (TN)	Reliever	$5.85
11. Pease AFB (NH)	Commercial service	$4.05
12. Norton AFB (CA)	Commercial service or reliever	$0.14
13. Atlantic City International (NJ)	Primary	$10.90
14. Dover AFB (DE)	Commercial service	0
15. Harrisburg International (PA)	Commercial service	$32.35
16. Newport News (VA)	Primary	$8.59
17. Niagara Falls (NY)	Commercial service or reliever	$11.57
18. Chanute AFB (IL)	Reliever	$2.79
19. Rickenbacker Airport (OH)	Reliever	$16.13
20. Bangor International (ME)	Primary	$16.81
21. Bradley/Windsor Locks (CT)	Primary	$55.24
22. Central Florida (FL)	Primary	$11.30
23. Craig Municipal (FL)	Reliever	$4.95
24. Herlong (FL)	Reliever	$1.54
25. Opa Locka (FL)	Reliever	$19.08
26. Orlando International (FL)	Primary	$413.99
27. Bergstrom AFB (TX)	Primary	0
28. El Paso (TX)	Primary	$29.03

(continued)

Airport	Role	AIP funding 1982-93
29. Midland (TX)	Primary	$28.02
30. England Industrial (LA)	Primary	0
31. Brown Field (CA)	Reliever	$1.70
32. George AFB (CA)	Commercial service or general aviation	$0.14
33. Palmdale AFB (CA)	Primary	0
34. Libby/Sierra Vista (AZ)	Commercial service	$3.23
35. Williams AFB (AZ)	Reliever	$0.13
36. Richards-Gebaur (MO)	Reliever	$8.53
37. Jacksonville International (FL)	Primary[a]	$38.42
38. Blackstone AAF (VA)	General aviation[b]	$0.07
39. Clinton-Sherman (OK)	General aviation[b]	0
40. Chennault Industrial (LA)	General aviation[b]	0
41. Dillingham Airport (HI)	General aviation[b]	$0.39

[a]Not eligible because not a current or former military airport.

[b]Not eligible because not a reliever or commercial service airport.

Note: For those airports showing no funding received, no grants were found in FAA's AIP data base when searched by airport name, site, or location identifier. Any AIP planning grants provided to a city or sponsor under a different identifier are not shown.

Selection Date, Types of Projects, and Total MAP Funding by Airport

Table V.1 demonstrates the type of projects receiving MAP funding at the 11 selected airports that have received funding to date.[15] Dollars are shown in nominal and constant fiscal year 1993 values.

Table V.1: Date of Selection and Use of MAP Funds at Airports, 1982 to 1993 (Dollars in Millions)

Airport	Date	Types of projects receiving MAP funds	Total MAP
Scott Air Force Base	1991	Land for development and approaches; runway constructed.	$15.0 (15.6)[a]
Guam International	1991	Relocate/modify fuel lines and utilities;[b] aprons, taxiway, service road improvements.	14.1 (14.6)
Stewart International	1991	Terminal expanded[b] and fuel farm rehabilitated.[b]	12.0 (12.5)
Manchester Airport	1991	Terminal constructed;[b] utilities installed;[b] taxiway, runway, and security improvements.	10.2 (10.5)
Ellington Field	1991	Runway, access road, and service road improvements; land for approaches; signage and navaids.	9.3 (9.8)
Myrtle Beach Jetport	1991	Terminal expanded;[b] taxiway, signage, lighting improvements.	9.3 (9.6)
Albuquerque International	1991	Taxiways, runway, aprons, service roads, signage, and security improvements.	9.2 (9.5)
Lincoln Municipal	1992	Terminal expanded;[b] taxiways, runway, aprons, and roadways; signage, snow removal, deicing facilities, and other equipment.	9.0 (9.1)
Pease Air Force Base	1993	Electrical systems replaced;[b] snow removal equipment; taxiway improved; airfield lighting and signage improvements; master plan; navaids.	3.0 (3.0)
Laredo International	1993	Runway improved and lighting rehabilitated.	2.7 (2.7)

(continued)

[15]Norton Air Force Base is not included because it has not yet received MAP funding.

Airport	Date	Types of projects receiving MAP funds	Total MAP
Smyrna Airport	1993	Taxiway, apron, and miscellaneous lighting improvements.	2.5 (2.5)
Total			$96.3 (99.3)

[a]Fiscal year 1993 constant dollars are shown in parentheses.

[b]Special eligibility project identified in the MAP legislation.

FAA's AIP Priority Matrix

FAA's AIP priority matrix provides no category for MAP airports and does not emphasize conversion-related program needs at such airports.

	Primary in Large or Medium Hub # and its Relievers or Noncommercial 100 or more based Aircraft or 40,000 or More Itinerant Operations (W)	Primary Outside Large/Medium Hub and its Relievers or Noncommercial 50+ Based Aircraft or 20–40,000 Itinerant Operations (X)	Commercial Service Other than Primary or Noncommercial 20+ Based Aircraft or 8–20,000 Itinerant Operations (Y)	Noncommercial Less than 20 Based Aircraft or Less than 8000 Itinerant Operations (Z)
PLANNING CATEGORIES, MASTER PLAN, NOISE COMPATIBILITY PLAN				
–Initial study for existing airport	1	2	3	4
–Study for new airport	1	2	3	4
–Complete/continue phased projects	1	2	3	3
–Periodic update	2	3	4	4
–Supplemental grant for ongoing study	2	2	2	2
DEVELOPMENT CATEGORIES				
A. Special PGMS	1	1	1	1
B. Reconstruction	2	2	3	7
C. Standards	2	3	4	9
D. Upgrade	3	4	5	10
E. Capacity	3	4	5	12
F. New Airport Capacity	3	5	7	12
G. New Airport Community	5	6	7	12

ADD–ON FACTORS (No Add–on Factors for SPECIAL PROGRAMS):
+1 = Primary landing surface and associated taxiway, approaches
+2 = Aprons, secondary landing surface and associated taxiway, approaches
+3 = Fundamental configuration or for noise compatibility in DNL 75 dB
+4 = CFR maintenance facilities, electronic navaids, AWOS, snow removal equipment and snow removal equipment storage buildings
+5 = Primary access roads, noise compatibility (DNL 65–74 dB), terminal buildings
+6 = Snow abrasive/chemical storage buildings
+7 = Other (such as service roads, secondary access roads, noise compatibility projects outside DNL 65 dB, fencing, etc.)

Figure 3–1. Priority System Matrix for Airport Development, Noise Compatibility Development, Master Planning, and Noise Compatibility Planning

AREA TYPE	STATE OR REGION/ METROPOLITAN PLAN FOR AREA WITH PRIMARY AIRPORT IN LARGE HUB	REGION/METRO PLAN FOR AREA WITH PRIMARY AIRPORT OUTSIDE LARGE HUB	REGION/METRO PLAN FOR AREA WITHOUT PRIMARY AIRPORT
SYSTEM PLAN			
-Initial Plan	1	1	3
-Continuous Planning	2	3	4
-Supplemental grant for ongoing study	2	2	2

Source: Airport Improvement Program (AIP) Handbook, Department of Transportation/FAA (Order 5100.38A, 9/24/89), p. 24.

Scope and Methodology

To assess whether the selection of MAP airports was consistent with program goals of enhancing systemwide capacity and providing conversion-related assistance, we reviewed legislation authorizing MAP and FAA regulations, policies, and procedures for administering the program. We also interviewed FAA headquarters officials from the Office of Airport Planning and Programming and its Airports Financial Assistance Division. From the Office of Airport Planning and Programming officials, we obtained documents and information on all airports applying for MAP and FAA's process for selecting and recommending the best qualified airports to the Secretary of Transportation. We also interviewed agency officials in the seven FAA regions where MAP airports are located to discuss how recommended airports were identified and what criteria were applied to ensure consistency with program goals. To obtain a more thorough understanding of the ongoing defense base closure process and the airfields involved, we met with Department of Defense officials as well as with officials from some of the recently closed airfields. We also interviewed officials from the National Association of State Aviation Organizations, General Aviation Manufacturers' Association, National Business Aircraft Association, and Aircraft Operators and Pilots Association.

To assess FAA's process for allocating MAP funds, we contacted officials in FAA headquarters and the seven regions to discuss how MAP funding decisions were made among selected airports and to what extent conversion-related needs were considered. We discussed FAA's process for allocating funding among MAP airports and projects with FAA officials from the Airports Financial Assistance Division.

In evaluating these funding decisions, we obtained FAA's AIP data base for fiscal years 1982 through 1993 and we analyzed MAP funding versus overall AIP funding, MAP funding by project type, and the distribution of MAP funding among selected airports. We also discussed with officials from each MAP airport information on the airport's date of first conversion, remaining conversion-related needs, current and planned capital development, and the level and need for continued AIP and MAP funding. We also obtained detailed information on federally funded projects, revenue sources, and/or master airport planning documents for each of the MAP airports.

The following is a list of the FAA regions and MAP airports we contacted and/or visited.

FAA Regions

Central Region, Kansas City, MO

Eastern Region, Valley Stream, NY

Great Lakes Region, Chicago, IL

New England Region, Burlington, MA

Southern Region, Atlanta, GA

Southwest Region, Ft. Worth, TX

Western-Pacific Region, Los Angeles, CA

MAP Airports

Albuquerque International, Albuquerque, NM

Ellington Field, Houston, TX

Guam International, Agana, GU

Laredo International, Laredo, TX

Lincoln Municipal, Lincoln, NE

Manchester Airport, Manchester, NH

Myrtle Beach Jetport, Myrtle Beach, SC

Norton Air Force Base,[16] San Bernardino, CA

Pease Air Force Base, Portsmouth, NH

Scott Air Force Base, Belleville, IL

Smyrna Airport, Smyrna, TN

Stewart International, Newburgh, NY

[16]Now called San Bernardino International Airport.

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