

## **CHAPTER SEVEN: POLICY ANALYSIS & INVESTIGATION RECOMMENDATIONS**

This chapter provides direction and guidance to the Idaho Department of Transportation (ITD) Division of Aeronautics for implementing the Division's mission and goals for aviation transportation specific to findings from the Idaho Airport System Plan (IASP).

As highlighted throughout this study, the IASP uses a strategic approach to identify and evaluate the needs of the Idaho airport system over the next 20 years. The primary goal of the system plan is to provide a framework that supports informed decisions related to planning and developing the state's aviation system, which is considered to be an asset. These decisions play an important role in assisting the system to meet Idaho's transportation needs.

Direction for the airport system that serves Idaho has been developed in concert with the Idaho Transportation Vision. The Vision recognizes the need for a balanced transportation system and for a system that is matched with available financial resources. The two primary underpinnings of the Vision are preserving the existing system and supporting economic opportunities. Focusing on investment and policies that help to preserve the existing transportation system helps to create a cost effective system and contributes to the sustainability of that system.

Analysis in this chapter is presented in the following sections:

- ✦ Role and mission for aviation
- ✦ Current aviation policies
- ✦ Recommended policies for consideration
- ✦ Current funding distribution guidelines
- ✦ Existing priority system
- ✦ Considerations for modification to the existing priority system

### **ROLE AND MISSION FOR AVIATION**

#### **Role of Aviation in Idaho**

Idaho's system of airports serves a diverse range of activities from commercial airline service to recreational flying to transporting cargo to agricultural spraying. These activities are governed by the U.S. Department of Transportation (US DOT), primarily through the FAA. The FAA oversees the development at airports included in the National Plan of Integrated Airports System (NPIAS), the airspace that airplanes utilize, and aircraft ownership. The land that airports sit on falls under the governance of local jurisdictions as it relates to environmental issues, land use, and access to the airports. Similar to the FAA's role over NPIAS airports, ITD's Division of Aeronautics oversees and provides guidance for non-NPIAS public-use airports in the state as well as providing funding to NPIAS airports. This governance creates a multi-layered approach to airport operation and development, requiring significant coordination and communication among the various entities.

As a key component of the state’s transportation infrastructure, the Idaho airport system’s primary function is to provide access to the national air transportation system. The Idaho airport system’s guiding principles are to provide the following:

- ✦ Mobility for all users
- ✦ Enhance the Idaho economy
- ✦ Compatibility with the environment
- ✦ Preservation of community assets
- ✦ Flexibility and responsiveness
- ✦ Provide a safe and secure system

Each of Idaho’s airports serves a unique role in the state system. While each airport serves its own local or regional marketplace, together, the airports fulfill an important role in connecting Idahoans to the national and international air transportation system, while also providing access for business and other visitors to Idaho. Airports are used to transport persons and freight in a timely manner, and provide the fastest form of transportation. In order for Idaho’s airport system to meet its goals, policies need to be established and implemented.

#### Aviation Mission for ITD Division of Aeronautics

The ITD Division of Aeronautics’ mission is to “provide the highest quality, most effective, efficient, and safest airport system for all users of aviation services. To this end, the Division of Aeronautics plans and implements essential programs, services and projects to develop, encourage, and foster an exemplary system of airports that meet the current and future requirements of a growing and diverse Idaho aviation community.”<sup>1</sup>

This mission was considered throughout the development of the IASP as performance was evaluated and recommendations were considered.

### CURRENT AVIATION POLICIES

Current policies relate to the Division of Aeronautics responsibility to further public interest and aeronautical progress, while promoting the growth of aviation within Idaho. The policies and procedures currently in place address the following topics and are identified in the Idaho Transportation Department’s Administrative and Board Policy relating to the operation of the Division of Aeronautics:

1. Open meeting requirements
2. Standard specifications for construction projects
3. Volunteer activities
4. Professional service agreements
5. Statewide Transportation Improvement Program (STIP)
6. Charter or rented aircraft and pilot’s requirements
7. Coordination with Aeronautical Advisory Board
8. Scheduling of state aircraft
9. Classification and maintenance of state-owned and/or operated airports
10. State aircraft operation

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<sup>1</sup> <http://itd.idaho.gov/aero/>

11. Aeronautical activities
12. Acquisition and closure of state airports
13. Airport caretakers
14. Assistance to Idaho's airports

### Idaho Administrative Rules

The Idaho Administrative Code contains the Idaho Administrative Procedures Act (IDAPA). These administrative rules have the force and effect of law and are both reviewed and approved by the Idaho Legislature. **Figure 7-1** presents the rules that are applicable to ITD's Division of Aeronautics. As shown, there are eight sections and multiple subsections for each. These rules deal with a myriad of issues including: federal regulations, the Idaho Airport Aid Program (IAAP), and through-the-fence operations.

**Figure 7-1: Idaho Administrative Rules**

<b>TITLE 39 IDAHO TRANSPORTATION DEPARTMENT</b>	
<b>39.04.01 - FEDERAL AVIATION REGULATIONS (ADOPTED)</b>	
000	LEGAL AUTHORITY
001	TITLE AND SCOPE
002-099	(RESERVED)
100	AVAILABILITY OF REGULATIONS
101-999	(RESERVED)
<b>39.04.02 - RULES GOVERNING THE MARKING OF HAZARDS TO AIR FLIGHT</b>	
000	LEGAL AUTHORITY
001	TITLE AND SCOPE
002	WRITTEN INTERPRETATIONS
003	ADMINISTRATIVE APPEALS
004	INCORPORATION BY REFERENCE
005	OFFICE --OFFICE HOURS--MAILING AND STREET ADDRESS --PHONE NUMBERS
006	PUBLIC RECORDS ACT COMPLIANCE
007-099	(RESERVED)
100	REQUIREMENTS
101-199	(RESERVED)
200	EXCEPTIONS
201-999	(RESERVED)
<b>39.04.03 - RESTRICTION OF FLIGHT IN DESIGNATED EMERGENCY AREAS</b>	
000	LEGAL AUTHORITY
001	TITLE AND SCOPE
002-099	(RESERVED)
100	GENERAL
101-999	(RESERVED)

**Figure 7-1: Idaho Administrative Rules (cont.)**

<b>TITLE 39 IDAHO TRANSPORTATION DEPARTMENT</b>	
<b>39.04.04 - IDAHO AIRPORT AID PROGRAM</b>	
000	LEGAL AUTHORITY
001	TITLE AND SCOPE
002	WRITTEN INTERPRETATIONS
003	ADMINISTRATIVE APPEALS
004	INCORPORATION BY REFERENCE
005	OFFICE ---OFFICE HOURS---MAILING AND STREET ADDRESS ---PHONE NUMBERS
006	PUBLIC RECORDS ACT COMPLIANCE
007-099	(RESERVED)
100	AIRPORT SPONSOR ELIGIBILITY
101-199	(RESERVED)
200	PROJECT ALLOCATION PRIORITIES
201-299	(RESERVED)
300	PROGRAM CRITERIA AND LIMITATIONS
301-999	(RESERVED)
<b>39.04.05 - AIRCRAFT REGISTRATION</b>	
000	LEGAL AUTHORITY
001	TITLE AND SCOPE
002-099	(RESERVED)
100	AIRCRAFT TO BE REGISTERED
101	REGISTRATION PERIOD
102	APPLICATION FOR AIRCRAFT REGISTRATION
103-199	(RESERVED)
200	FEEES
201-299	(RESERVED)
300	REGISTRATION TO BE CARRIED AND DISPLAYED
301-399	(RESERVED)
400	TRANSFER OF TITLE OR INTEREST IN AIRCRAFT
401-499	(RESERVED)
500	EXEMPTIONS
501-999	(RESERVED)
<b>39.04.06 - COMMERCIAL AND THROUGH-THE-FENCE OPERATIONS AND HANGAR CONSTRUCTION AT STATE AIRPORTS</b>	
000	LEGAL AUTHORITY
001	TITLE AND SCOPE
002-009	(RESERVED)
010	DEFINITIONS
011-099	(RESERVED)
100	APPLICATION
101-199	(RESERVED)
200	OPERATIONAL AGREEMENT (RESERVED)
201-299	(RESERVED)
300	SAFETY AND ACCESS
301-999	(RESERVED)

**Figure 7-1: Idaho Administrative Rules (cont.)**

TITLE 39 IDAHO TRANSPORTATION DEPARTMENT	
39.04.07 - AERIAL SEARCH AND RESCUE OF LOST AIRCRAFT AND AIRMEN	
000	LEGAL AUTHORITY
001	TITLE AND SCOPE
002	WRITTEN INTERPRETATIONS
003	ADMINISTRATIVE APPEALS
004	INCORPORATION BY REFERENCE
005	OFFICE ---OFFICE HOURS---MAILING AND STREET ADDRESS ---PHONE NUMBERS
006	PUBLIC RECORDS ACT COMPLIANCE
007-009	(RESERVED)
010	DEFINITIONS
011-099	(RESERVED)
100	SEARCH NOTIFICATION
101	SEARCH INITIATION
102	ORGANIZATION
103	RESOURCES
104-199	(RESERVED)
200	PROCEDURE
201-999	(RESERVED)
39.04.08 - OPERATION AT STATE AIRPORTS	
000	LEGAL AUTHORITY
001	TITLE AND SCOPE
002-009	(RESERVED)
010	DEFINITIONS
011-099	(RESERVED)
100	SPECIAL OPERATING RESTRICTIONS ON AIRPORTS
101-199	(RESERVED)
200	AIRCRAFT PARKING, LOADING, AND TIEDOWN
201-299	(RESERVED)
300	VEHICLES, DOMESTIC ANIMALS, BAGGAGE, AND OBJECTS
301-399	(RESERVED)
400	CAMPING, TRASH, AND REFUSE
401-499	(RESERVED)
500	AIRCRAFT FUELING, AGRICULTURAL OPERATIONS, AND HAZARDOUS MATERIAL
501-599	(RESERVED)
600	COMMERCIAL OPERATIONS
601-699	(RESERVED)

Source

Source: Idaho State Legislature

Prepared: October 2009

## Idaho Statutes

The current Idaho Code has been updated with information from the 2008 Legislative Session. The Idaho Code presents the laws established by the Idaho legislature and contains more than 70 titles including ones that address aviation and airports. Among other requirements, the statutes under Title 21 establish the requirements for the division's duties for the development of aviation in the state. **Figure 7-2** presents all of the titles and chapters that are relevant to aviation in Idaho.

As shown, there are eight chapters and multiple sections for each. These statutes deal with a myriad of issues including: funding, aircraft operation, taxation, duties of the Division of Aeronautics, and airport zoning and regulation.

**Figure 7-2: Idaho Code**

<b>TITLE 21 AERONAUTICS</b>	
<b>CHAPTER 1 AERONAUTICS ADMINISTRATION</b>	
21-101	DEFINITIONS.
21-102	DECLARATION OF PURPOSE.
21-104	DEVELOPMENT OF AERONAUTICS -- GENERAL SUPERVISION.
21-105	MUNICIPAL AIRPORTS.
21-106	STATE AIRPORTS.
21-107	STATE AIRWAYS, CHARTS AND BULLETINS.
21-108	CONTRACTS -- LAW GOVERNING.
21-109	EXCLUSIVE RIGHTS.
21-110	PUBLIC PURPOSE OF ACTIVITIES.
21-111	RULES, REGULATIONS, STANDARDS.
<b>CHAPTER 1 AERONAUTICS ADMINISTRATION</b>	
21-112	RECKLESS OPERATION OF AIRCRAFT.
21-112A	OPERATING AIRCRAFT WHILE UNDER THE INFLUENCE OF ALCOHOL, DRUGS OR ANY OTHER INTOXICATING
21-112B	TEST OF PILOT FOR ALCOHOL CONCENTRATION.
21-113	FEDERAL AIRMAN AND AIRCRAFT CERTIFICATES.
21-114	REGISTRATION OF PILOTS AND AIRCRAFT -- REQUISITES.
21-115	STATE DESIGNATION OF AIRPORTS.
21-116	INVESTIGATIONS AND HEARINGS.
21-117	FEDERAL-STATE JOINT HEARINGS -- RECIPROCAL SERVICES -- ACCIDENT REPORTING.
21-118	USE OF STATE AND MUNICIPAL FACILITIES AND SERVICES.
21-119	ENFORCEMENT OF AERONAUTICS LAWS.
21-120	DEPARTMENT ORDERS -- NOTICE AND OPPORTUNITY FOR HEARINGS -- JUDICIAL REVIEW.
21-121	PENALTIES -- GENERAL AND SPECIAL.
21-122	EXCHANGE OF VIOLATIONS INFORMATION.
21-123	SEPARABILITY.
21-124	SHORT TITLE.
21-131	SHORT TITLE.
21-132	DECLARATION OF PURPOSE.
21-134	IDAHO AERONAUTICS ADVISORY BOARD CREATED -- DUTIES -- COMPENSATION.
21-135	COMPOSITION OF ADVISORY BOARD -- NUMBER -- APPOINTMENT -- QUALIFICATIONS.
21-136	APPOINTMENT OF MEMBERS -- TERM -- VACANCIES.
21-137	CERTIFICATES OF MEMBERS -- OATH -- POLITICAL AFFILIATION -- BOND.
21-138	MEMBERS SERVE AT PLEASURE OF GOVERNOR.
21-142	POWERS AND DUTIES OF BOARD.
21-146	FUNDS, APPROPRIATIONS AND OTHER MONEYS FOR THE DEPARTMENT OF AERONAUTICS TRANSFERRED TO CONTROL
21-147	CONTINUATION OF EXISTING STATUTES -- EFFECT.
21-148	CONTINUATION OF RIGHTS AND PRIVILEGES OF PRESENT EMPLOYEES -- EFFECT.
21-149	CONFLICTS WITH OTHER LAWS.
21-150	VIOLATIONS -- PENALTY.
<b>CHAPTER 2 STATE LAW FOR AERONAUTICS</b>	
21-201	DEFINITION OF TERMS.
21-202	SOVEREIGNTY IN SPACE.
21-203	OWNERSHIP OF SPACE.
21-204	LAWFULNESS OF FLIGHT.
21-205	DAMAGE ON LAND.
21-206	COLLISION OF AIRCRAFT.
21-207	JURISDICTION OVER CRIMES AND TORTS.
21-208	JURISDICTION OVER CONTRACTS.
21-209	UNIFORMITY OF INTERPRETATION.
21-210	SHORT TITLE.
21-211	PROCEEDS OF LICENSES AND FINES -- STATE AERONAUTICS FUND.
<b>CHAPTER 3</b>	<b>IDAHO AIR COMMERCE ACT OF 1929 -- [REPEALED]</b>

**Figure 7-2: Idaho Code (cont.)**

<b>TITLE 21 AERONAUTICS</b>	
<b>CHAPTER 4 AIR NAVIGATION FACILITIES</b>	
21-401	AUTHORITY TO PROVIDE FACILITIES -- EXPENSE -- ISSUANCE OF BONDS -- DUTIES OF COMMISSIONERS AND
21-403	COUNTIES AND MUNICIPALITIES MAY SHARE IN COST OF AIRPORTS.
21-404	TAX LEVY AUTHORIZED.
21-405	COOPERATIVE AGREEMENTS FOR DIVISION OF COSTS.
21-406	FUNDS TO CARRY OUT CONTRACTS.
<b>CHAPTER 5 AIRPORT ZONING ACT</b>	
21-501	DEFINITIONS.
21-502	AVIATION HAZARDS CONTRARY TO PUBLIC INTEREST.
21-503	AIRPORT ZONING REGULATIONS.
21-504	PROCEDURE FOR ZONING AN AVIATION HAZARD AREA.
21-505	AIRPORT ZONING REQUIREMENTS.
21-505A	PERMITS AND VARIANCES -- MARKING AND LIGHTING.
21-505B	RELATION TO COMPREHENSIVE ZONING REGULATIONS.
21-506	JUDICIAL REVIEW.
21-507	ENFORCEMENT AND REMEDIES.
21-508	ACQUISITION OF AIR RIGHTS.
21-509	SEPARABILITY.
21-510	SHORT TITLE.
21-511	STATE LAND ADJACENT TO PUBLIC AIRPORT -- NOTICE OF INTENTION TO SELL OR LEASE.
21-512	AUTHORITY TO SELL OR LEASE.
21-513	DECLARATION OF POLICY.
21-514	DEFINITION OF TERMS.
21-515	MARKING OF HAZARDS TO AIR FLIGHT.
21-516	DETERMINATION OF HAZARDS.
21-517	PROCEDURE FOR DETERMINATION OF HAZARDS.
21-518	JUDICIAL REVIEW.
21-519	RULES AND REGULATIONS.
21-520	VIOLATION OF ACT, PENALTIES, INJUNCTION.
<b>CHAPTER 6 STATE LANDS RESERVED FOR PUBLIC AIRPORTS</b>	
21-603	TWIN FALLS COUNTY -- DESCRIPTION OF LANDS.
21-604	TWIN FALLS COUNTY -- LEASE OF LANDS.
21-605	VALLEY COUNTY -- DESCRIPTION OF LANDS.
21-606	VALLEY COUNTY -- LEASE OF LANDS.
<b>CHAPTER 7 DAMAGES TO AIRCRAFT</b>	
21-701	DEFINITIONS.
21-702	STEALING FROM, INTERFERING WITH, OR DESTRUCTION OF AIRCRAFT OR AIR NAVIGATION FACILITIES.
21-703	PENALTY WHEN DEATH RESULTS.
<b>CHAPTER 8 REGIONAL AIRPORTS</b>	
21-801	PURPOSE -- DEVELOPMENT OF REGIONAL AIRPORTS.
21-802	DIVISION INTO REGIONS.
21-803	APPOINTMENT OF BOARDS OF TRUSTEES.
21-804	DEGREE OF FINANCIAL PARTICIPATION BY COUNTIES.
21-805	REGIONAL AIRPORT AUTHORITY -- ESTABLISHMENT BY ELECTION.
21-805A	ANNEXATION TO EXISTING AUTHORITY -- ELECTION.
21-805B	WITHDRAWAL FROM EXISTING AUTHORITY -- ELECTION -- INDEBTEDNESS APPORTIONMENT -- TRUSTEE
21-806	ELECTION OF BOARD OF TRUSTEES.
21-807	POWERS OF BOARD.
21-808	ISSUANCE OF BONDS.
21-809	BOND ISSUE -- SUBMISSION TO ELECTORS FOR APPROVAL.
21-810	RECORDS -- AUDITS -- BONDS.
21-811	PURPOSE -- EXEMPTION FROM TAXATION.
21-812	ISSUANCE OF REVENUE BONDS.
21-814	DISSOLUTION OF AUTHORITY.

Source: Idaho State Legislature

Prepared: October 2009

*ITD Division of Aeronautics Duties*

The following section identifies the duties and role the Division of Aeronautics plays in maintaining and developing Idaho’s airport system. The duties discussed are those that are pertinent to the development of the state’s airport system, and have been defined by the Idaho Code, Title 21 Aeronautics Chapter 1 – Aeronautics Administration, and the National Association of State Aviation Officials (NASAO) *State Aviation Funding and Organizational Data Report FY 2008*. Additionally, the duties of aeronautical organizations within other states are compared with those of ITD Division of Aeronautics.

The following duties relate directly to the development of the state’s airport system and are identified in Idaho Code 21-104:

- ✦ “The department shall have general supervision over aeronautics within this state. It is empowered and directed to encourage, foster, and assist in the development of aeronautics in this state and to encourage the establishment of airports and air navigation facilities. It shall cooperate with and assist the federal government, the municipalities of this state, and other persons in the development of aeronautics, and shall seek to coordinate the aeronautical activities of these bodies and persons. Municipalities are authorized to cooperate with the department in the development of aeronautics and aeronautics facilities in this state.”

The core responsibilities outlined in Title 21 can be summarized as the following:

- ✦ Encourage the development of commercial and general aviation
- ✦ Support improvement of airports and air navigation facilities
- ✦ Promote safety in aviation

To accomplish these responsibilities, the Division of Aeronautics is divided into the following five operational units:

- ✦ Administrative
- ✦ Safety/Education
- ✦ Flight Operations
- ✦ Airport Maintenance
- ✦ Airport Planning and Development

The NASAO *State Aviation Funding and Organizational Data Report FY2008* noted the following generalized duties of the ITD Division of Aeronautics:

- |  |                                     |
|--|-------------------------------------|
| • Aviation Education                   | • Operate State Owned Airports      |
| • Pilot Registration                   | • State Funding (State Only Grants) |
| • Airfield Pavement Management Program | • Airport Directory                 |
| • Search and Rescue Program            | • Aeronautical Chart                |

**Figure 7-3** compares ITD Division of Aeronautics duties with those performed by other state aeronautical organization in the western United States. This information is provided for



reference in evaluating Idaho’s current duties and whether or not changes to these current duties appear appropriate given the results of the IASP findings.

**Figure 7-3: Comparison of ITD Division of Aeronautics Duties/Programs with Other Western U.S. States**

State Duty	ID	MT	OR	UT	WA	WY
Channeling state*		✓	✓	✓	✓	✓
Aviation education	✓	✓			✓	
Pilot registration	✓	✓	✓			
Aircraft registration	✓		✓	✓		
License airports			✓	✓		
Airfield pavement management program	✓	✓	✓	✓	✓	✓
Air service assistance program			✓		✓	✓
Airport preservation program		✓	✓		✓	
Search and rescue program	✓	✓	✓	✓	✓	
Own and operate state aircraft	✓	✓		✓	✓	✓
State funding (FAA matching only)	✓	✓	✓		✓	✓
State funding (state-only grants)	✓	✓	✓	✓	✓	✓
State-only loans		✓	✓	✓	✓	✓
Operate state-owned airports	✓	✓	✓	✓	✓	
Hangar construction funding		✓				✓
NAVAID project funding	✓	✓	✓	✓	✓	✓
Airfield maintenance project funding	✓	✓	✓	✓	✓	✓
Airport directory	✓	✓	✓		✓	✓
Aeronautical chart	✓	✓	✓	✓		✓
Formal scoring system to rank projects				✓	✓	In Part
Number of full-time employees	13	10	16	11	10	22

Source: ITD Division of Aeronautics and NASAO State Aviation Funding and Organizational Data Report FY 2008

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Note: \* Small commercial service airports and general aviation airports not receiving primary entitlements are required to submit pre-applications for the AIP program to their state aviation/aeronautics divisions. Pre-applications are prioritized by the state and then submitted to the FAA. Some states act as “agents” for airport sponsors.

## POLICIES FOR CONSIDERATION

It is important for the Division of Aeronautics to utilize state-level policies to help guide decision-making with regard to the public-use and state-owned airports to make certain that any development contributes to the long-term goals of the airport system plan. To date, no policies have been developed specifically for the maintenance and development of the Idaho airport system. This section introduces several recommended policies specific to the Idaho airport system that can serve as the foundation for future decision making with respect to public-use and state-owned airports.

Working from the performance measures and benchmarks established in the IASP, policies can be derived to help ensure that system airports fulfill the goals of the airport system plan. As discussed previously in the IASP, performance measures and benchmarks were developed from both an airport level (or role) perspective, and from a statewide (or big picture) perspective. Goals for the aviation system were established in Chapter One: System Goals and Measures, and each airport’s role was determined in Chapter Three: Airport Role Analysis. Using those analyses, an overall development plan for each airport in the system can be established.

## Policy Framework

A policy is an agreed upon high-level strategy for meeting goals and developing procedures that optimize the resources for the IASP. During the system planning process, the Division of Aeronautics and the Project Advisory Committee (PAC) have actively worked to develop goals and performance measures that reflect the needs of the state's transportation and aviation system as follows:

<u>Goal</u>	<u>Performance Measure</u>
✦ Mobility for all users	✦ Geographic Coverage
✦ Enhance the Idaho economy	✦ Economic Support
✦ Compatibility with the environment	✦ Facility Support
✦ Preservation of community assets	✦ Preservation
✦ Flexibility and responsiveness	✦ Transportation Support
✦ Provide a safe and secure system	✦ Safety & Security

Recommended policies provide appropriate and effective guidance in order to implement these goals and performance measures and they should provide adequate detail to enhance the system while accommodating the diversity of airports in the system.

As the aviation industry in Idaho continues to grow, it has become apparent that a policy structure is needed as a tool to serve as the basis for decision making. Therefore, the following policies are recommended for consideration by ITD Division of Aeronautics for its airport system (not shown in order of importance) as they relate to addressing the goals for the state's aviation system:

1. Promote compatible land use near airports through use of and education related to the *Idaho Airport Land Use Guidelines*, and evaluate land use legislation to address evolving issues.
2. Maintain adequate access to public-use commercial service and general aviation airports for all of Idaho.
3. Continue to promote the importance of backcountry airports and the Idaho Airstrip Network (IAN) to Idahoans quality of life and economic growth.
4. Promote the economic and social value of airports, both commercial service and general aviation through the use of the Idaho Airports Economic Impact Study.
5. Advocate for the promotion of environmentally friendly actions through the adoption and implementation of Storm Water Pollution Prevention (SWPP) Plans and Spill Prevention Control and Countermeasures (SPCC) Plans.
6. Support efforts to work internally with other ITD divisions and groups to promote aviation planning efforts.
7. Evaluate and seek changes to plans and facilities to respond to new technology and aircraft fleets to accommodate future air transportation system needs.
8. Improve remote communications and weather reporting capabilities in rural areas such as Northern and Central Idaho to fill voids in the state's system coverage.
9. Consider expanding IDAPA 39.04.06, which provides guidance on through-the-fence operations on state-owned airports, to non-NPIAS airports as well as working with the FAA on possible beneficial through-the-fence operations at NPIAS airports.

10. Evaluate ways to improve the priority system to provide for more accountability and reappraise the funding distribution process to allow for more flexibility as the need arises.
11. Promote and encourage in-state commercial air service development.
12. Coordinate and maintain Continuous Airport System Planning activities.
13. Work to financially support the goals of the IASP.

These recommended policies are for the Division of Aeronautics to consider adopting and implementing. They work in concert with the goals of the IASP, the Idaho Transportation Vision, and with ITD Division of Aeronautics' mission. **Figure 7-4** shows the relationship between each of the recommended policies and how it is directly tied to either a IASP goal or related policy issue.

As shown in Figure 7-4, there is a clear relationship between each of the recommended policies and the IASP goals and performance measures, as well as the Idaho Transportation Vision. Each policy relates directly to at least two or more performance measures. As mentioned previously, the Division of Aeronautics has three core responsibilities under Idaho Code Title 21 and each of the 13 recommended policies works in concert with the Division's core responsibilities. For example, by promoting compatible land use near airports through the use of and education related to the *Idaho Airport Land Use Guidelines*, the Division is both encouraging development at airports as well as promoting aviation safety. Additionally, by expanding guidance on through-the-fence operations to all airports, the Division of Aeronautics would not only be satisfying its responsibilities but it would also be proactive in working with the FAA as the FAA develops a more clearly defined approach to through-the-fence operations.

**Figure 7-4 – Recommended Policy Relationship Matrix**

Recommended Policy for Consideration by ITD Division of Aeronautics	Idaho Airport System Plan Performance Measures					Other Policy Issues
	Geographic Coverage	Facility Support	Preservation	Transportation Support	Safety & Security	
1. Promote compatible land use near airports through use of and education related to the <i>Idaho Airport Land Use Guidelines</i> , and evaluate land use legislation to address evolving issues.			✦	✦	✦	Transportation Vision principle
2. Maintain adequate access to public-use commercial service and general aviation airports for all of Idaho.	✦					✦
3. Continue to promote the importance of backcountry airports to Idahoans quality of life and economic growth.	✦			✦	✦	✦
4. Promote the economic and social value of airports, both commercial service and general aviation.						✦
5. Advocate for the promotion of environmentally friendly actions through the adoption and implementation of Storm Water Pollution Prevention (SWPP) Plans and Spill Prevention Control and Countermeasures (SPCC) Plans.			✦		✦	Transportation Vision principle
6. Support efforts to work internally with other ITD divisions and groups to promote aviation planning efforts.				✦		Transportation Vision principle
7. Evaluate and seek changes to plans and facilities to respond to new technology and aircraft fleets to accommodate future air transportation system needs.		✦			✦	✦
8. Improve remote communications and weather reporting capabilities in rural areas such as Northern and Central Idaho to fill voids in the state’s system coverage.	✦	✦			✦	✦
9. Consider expanding IDAPA 39.04.06, which provides guidance on through-the-fence operations on state-owned airports, to non-NPIAS airports as well as working with the FAA on possible beneficial through-the-fence operations at NPIAS airports.		✦	✦			✦
10. Evaluate ways to improve the priority system to provide for more accountability and reappraise the funding distribution process to allow for more flexibility as the need arises.		✦	✦			✦
11. Promote and encourage in-state commercial air service development.	✦			✦		✦
12. Coordinate and maintain Continuous Airport System Planning activities.	✦	✦	✦	✦	✦	✦
13. Work to financially support the goals of the IASP.	✦	✦	✦	✦	✦	✦

Source: Wilbur Smith Associates  
Prepared: October 2009

## CURRENT FUNDING DISTRIBUTION GUIDELINES

Development of Idaho's airports is supported by the State Aeronautics Fund, which is derived from aircraft fuel taxes, aircraft registrations, pilot registrations, and the sale of aeronautical charts and directories. The State Aeronautics Fund is a dedicated funding source which means that the aviation related monies that go into the fund must be then be used to fund aviation in the state. Between 2000 and 2009, the Idaho Airport Aid Program (IAAP) received on average \$773,833 a year from the State Aeronautics Fund. Airports submit projects to ITD Division of Aeronautics and the Idaho Transportation Board for consideration for funding from the IAAP.

IAAP programs are based on the following six principles as defined by IDAPA 39.04.04:

1. **"Preservation and Acquisition.** Priority will be given to the preservation and acquisition of existing aircraft landing facilities in danger of being lost.
2. **Aircraft Landing Projects.** Priority will be given to projects at existing aircraft landing facilities where need is demonstrated. Projects must provide benefits associates with aircraft landing facility utilization on a statewide basis.
3. **Aircraft Landing Development.** Priority will be given to the development of new, additional aircraft facilities in areas of greatest need:
  - a. Large geographical areas with no "air accessibility"
  - b. Additional new sites in urban areas where landing sites are rapidly becoming non-existent.
  - c. Recreational area development where land availability is becoming difficult to obtain.
4. **Aircraft Operations Safety.** Priority will be given to projects involving safety of aircraft operations.
5. **Federal Funds.** Priority will be given to assuring maximum use and benefit of available federal funds.
6. **Priority Will Be Given to Projects Which Protect Prior Public Investments."**

Airports that are eligible to receive AIP grants from the FAA are also eligible to receive IAAP funding. Additionally, these NPIAS airports receive the first priority of available funds from the IAAP. Commercial service airports are eligible to receive a lump sum amount which is determined annually. The airport must demonstrate that they have spent twice the grant amount in order to receive a 50 percent match without regard to the level of FAA project funding. The amount spent may be from their Passenger or Cargo Entitlements and/or Passenger Facility Charge funds or from a locally funded project that meets project eligibility criteria. If the airport receives AIP discretionary funds there is no match from the IAAP. General aviation NPIAS airports are automatically eligible to receive IAAP funds to assist with the 5 percent match required of the airport sponsor. These matching funds help insure that the available AIP funds will be used when available. Similar to commercial service airports, if the general aviation airport receives AIP discretionary funds there is no match from the IAAP.

The IAAP funding for non-NPIAS general aviation airports is summarized below for publicly owned airports. It should be noted that for communities with a population greater than 5,000 that are seeking federal aid for project, the IAAP will match half of the sponsor's share of the project.

<u>State/Local Funding Split</u>	<u>Requirement</u>
100% / 0%	Population less than 1,000 with no existing airport
90%/10%	Population less than 1,000
75% / 25%	Population less than 5,000 but greater than 1,000
50% / 50%	All other community sizes

## EXISTING PRIORITY SYSTEM

Airport projects funded with state/local dollars are prioritized by ITD’s Division of Aeronautics with final approval by the Transportation Board. The priority rating system uses the six principles identified in the IDAPA 39.04.04 and mentioned above. IDAPA 39.04.04 principles include the following:

1. Preservation and Acquisition
2. Aircraft Landing Projects
3. Aircraft Operations Safety
4. Aircraft Landing Development
5. Federal Funds
6. Priority Will Be Given to Projects Which Protect Prior Public Investments

It is important to note that points or weights are not associated with these principles. The principles are used by the Division of Aeronautics and the Transportation Board for the “discretionary allocation of airport development funds.”

### Review of Other State Funding/Priority Systems

In order to provide a comparison that aids in the evaluation of Idaho’s priority rating system, other state systems were evaluated. While Idaho needs to develop a system that works best for the state, it is sometimes useful to understand how other states utilize priority rating systems in determining their funding decisions. To date, there are no studies readily available that conduct a comparative analysis of various state policies and practices with respect to their funding or priority rating systems. However, many states have priority rating systems addressed in documents ranging from their state airport system plans to grant-related manuals. **Figure 7-5** provides a comparison of general elements most common among a sample of 10 state priority rating approaches. It should be noted that the priority systems are applied in varying manners among the various states. In addition, discussion about each priority rating system’s development, subsequent revisions, and success in application also varies widely among state documents. Two (Michigan and Washington) of the 10 states reviewed in Figure 7-5 along with Wyoming and Minnesota provided some insight beneficial to the review effort so these are further described on the following pages.

**Figure 7-5: Sample of State Priority Rating Systems**

State	Priority Rating System Description	Point System	Rating system awards points and/or considers these factors in prioritizing						Point System Remarks	Other Funding Remarks
			A. Airport Role/Size	B. Airport Activity Levels (based aircraft, ops, enplanements, )	C. Mechanism to Elevate Priority for Smaller Airports	D. Sponsor Responsibility and/or Land Use Protection Tools	E. Economic Development or Other Issues	F. Aligns with System Plan		
AL	Three-prong approach for assigning points: Project Type, Airport Usage, Sponsor Responsibility.	Yes	Reviewed but no points assigned	Yes, Based Aircraft	No, but considering for future	Yes	Yes	Yes	Points awarded for Licensing Compliance, Airport Minimum Standards/Rules & Regulations, Height Zoning, CIP status, Pavement Maintenance Management Program Implementation (column D)	System Plan recommended funding allocation by airport role/classification, or rating system would favor larger airports. Staff will consider doing so in the future. Current system has been working well for them.
GA	Points are assigned by project type and, when applicable, the airport category and runway type.	Yes	Yes	Yes, Based Aircraft	Yes	No	Yes	No	Some projects assign higher points for airport category (smaller airports=higher project points)	Projects ineligible for state funding assistance include: land acquisition, hangars, fuel facilities, terminal buildings, ARFF.
IL*	Priority system follows FAA categories of projects, but point system favors smaller airports and projects that have difficulty attracting federal funds.	Yes	Yes	Yes, Based Aircraft, Ops	Yes	No	No	No	Points added for project type are higher for projects such as secondary roadways than for runways because of the ease in obtaining federal funds for the latter.	Projects in Preservation and Standards are funded at 80/20 (state/local) while Upgrade and Capacity projects are 50/50 (state/local)
ME	Points are assigned for task type, project category, discretionary points, economic development, emergency access, comprehensive planning, local height zoning, and inspection rating.	Yes	No	Yes, Based Aircraft (for NPIAS point rating)	No	Yes	Yes	No	Points are also assigned for NPIAS rating; points assigned for airport code, based aircraft, project purpose, component, and work type.	
MI	No formal point system. Projects are screened for justification, categorized by project type, and then prioritized for funding.	No	No	No, unless sponsor submits special letter of request	No	No, unless sponsor submits special letter of request	No, unless sponsor submits special letter of request	No	For columns B, D, and E, these factors are considered only if the sponsor submits a letter requesting an adjustment to the priority of a project based on special circumstances related to these factors.	Manual provides definitions for projects that are justified for funding; projects not aligned with these definitions are removed from consideration. Projects that have proved to be justified are listed in one of 11 funding categories.

**Figure 7-5: Sample of State Priority Rating Systems (cont.)**

State	Priority Rating System Description	Point System	Rating system awards points and/or considers these factors in prioritizing						Point System Remarks	Other Funding Remarks
			A. Airport Role/Size	B. Airport Activity Levels (based aircraft, ops, enplanements, )	C. Mechanism to Elevate Priority for Smaller Airports	D. Sponsor Responsibility and/or Land Use Protection Tools	E. Economic Development or Other Issues	F. Aligns with System Plan		
MO*	Priority system = Total Airport Priority points + Total Project Readiness points + Project Type + Project Location	Yes	Yes	Based Aircraft, Ops	No	Yes	Yes	No	For column D, points are limited to project readiness for ALP, Exhibit A, Environmental work underway, or similar factor. For column E, supplemental points may be awarded by the state for extraordinary needs.	
NE	Points are assigned for Airport Classification, Work Item, Type of Work, and Airport Usage. Points are also assigned for Sponsor/Community support for height zoning, maintenance, and safety & compliance.	Yes	Yes	Yes	No	Yes	Bonus Points available	No	Points are built into software system.	
ND	Priority Rating System defined in single table of eight project categories with up to five project types per category and their associated point levels. Lowest point projects rank the highest.	Yes	No	No	No	No	No	No	Points are based strictly on project type.	State has Loan Program for hangars (priority given to those with less than 20 units); Also loan program for fuel storage tanks.
UT	Priority Rating Formula = Project Category points + Project Item points; then, multiply points by land use protection factor (up to 1.15 points) and state-assigned economic factor (up to 1.5).	Yes	No, but plan recommends it be added	Based aircraft	No	Yes	Yes	No	For column E, state assigns factor up to 1.5 for project amount, multiple projects, and economies of scale	
WA	Funds allocated through three project categories: Pavement 75% , Safety 15%, Maintenance, Security, & Planning 10%.	Yes	Only for allocation, not points	No, only for allocation	No, only for allocation	Yes	Extra points awarded for other factors.	No	For column D, point(s) awarded for inclusion in jurisdiction's Comprehensive Plan and/or strong community support for airport	95/5 funding split (more points for greater local share); Max \$250K per sponsor grant ; In-kind services permitted for local match

Source: Various state agencies. \*Information for Illinois and Missouri extracted from the St. Louis Metropolitan Airport System Plan Prepared: October 2009



*Michigan*

Michigan’s priority rating model is outlined in a 1997 document titled *Project Evaluation Process Manual*. Their rating model does not outline a point system, but rather walks through the steps taken by the state to screen, categorize, and prioritize projects for funding. The screening process is a test for project justification after all eligible project funding requests have been received from sponsors. The manual provides definitions for projects that are justified; projects not aligned with these definitions are removed from consideration. All projects that have proved to be justified are listed in their appropriate funding category. There are 11 funding categories by priority of funding. However, the manual indicates that the prioritization and funding process for projects is subjective since situations vary. The 11 categories include:

- |                                   |                              |
|-----------------------------------|------------------------------|
| 1 - Primary Runway Preservation   | 7 – Fencing                  |
| 2 - Secondary Runway Preservation | 8 – Secondary Runway & Apron |
| 3 - Taxiway & Apron               | 9 - Miscellaneous Items      |
| 4 - Primary Runway Extension      | 10 - Landside Preservation   |
| 5 - Miscellaneous Lighting        | 11 - Landside Improvements   |
| 6 - Airside Support & Access      |                              |

*Note: The manual states that “Land acquisition for any new development will be prioritized the same as the development for which it is needed.”*

While all projects in Category 1 are given equal consideration, other evaluation factors are considered if there are insufficient funds to cover all Category 1 projects. The manual recommends that a sponsor submit a request letter addressing the other appropriate evaluation factors to adjust the priority of their project. Examples of these factors identified in the manual include number of operations and based aircraft, emergency services available, flight school operations, economic impact, existence of airport zoning, sponsor’s performance on past projects, and sponsor’s willingness to rectify inspection-related deficiencies. This same approach applies to other funding categories.

*Washington*

Washington’s system for rating projects is described in a 2005 document titled *WSDOT Airport Aid Grant Procedures Manual*. Funds are allocated by airport type and project type. There are two airport types with 55 percent of available funds allocated to the first group and 45 percent to the second group as noted below:

1. NPIAS General Aviation Airports with less than 20 based aircraft and all non-NPIAS airports
2. All Other Airports (NPIAS Airports with 20 or more based aircraft)

Funds are further allocated to one of three categories identified as project types:

1. Pavement (75%)
2. Safety (15%)
3. Maintenance, Security, and Planning (10%)

Within each category for project type, a list of projects and associated points are defined to prioritize the projects. Pavement projects receive up to 20 points for the type of project (maintenance, resurfacing, etc) and receive up to 25 points for the type of surface (primary runway, primary taxiway, etc.). Safety projects can earn up to 20 points for obstruction removal/fencing or as little as five points for navigational aids. The maintenance, security, and planning projects category also awards up to 20 points.

After points are assigned for specific projects within each project type category, additional points may be assigned to a project using 13 other factors. Nine of these factors can add one point each to the project, three factors add two points, and the last factor can add as much as three points for an increased local match.

### *Wyoming*

The latest Wyoming Priority Rating System for Projects is dated February 2006, and was prepared by a committee with members from Wyoming Aeronautics Commission, Wyoming Department of Transportation (WYDOT) Aeronautics Division, and various airports around the state. The rating system was updated for several reasons, including: the complexity of the old system caused confusion; the based aircraft count needed to be removed as a factor since it was considered an insignificant tool in the rating process; factors such as number of services and airport attendance needed to be removed since many felt the factors should not be considered; and the list of project types needed to be update. The committee recognized and stated that while a formula was needed to assign a priority rating, it would only be used as a tool in making the final decision to fund each project.

The committee established a formula to represent the Wyoming Priority Rating Model. The formula incorporates seven weighted factors as shown below:

$$\text{Project Priority Rating} = 6f + 5p + 4c + 3s + 2a + 1h + 1u$$

f = Federal Funding	p = Purpose
c = Component	s = Special Needs
a = Airport Protection	h = Airport History
u = Airport Usage	

Wyoming awards points for land use protection factors such as owning/controlling runway protection zones (RPZs), passing a zoning ordinance within an Airport Influence Area (AIA) and approaches to runways, and integrating airport land use planning into a local land use plan. Points for airport history in the formula are based on past airport projects with the state. This is simply to make certain that a professional working relationship has been established and maintained with the state, that facility maintenance is ongoing to take care of the state's investment, and that ground transportation between the airport and community is provided. The state feels that ground transportation is an essential service so this factor is included to encourage airport sponsors to offer transportation.

Wyoming's update was based on a list of problem issues with the previous rating system that needed remedy. Airport usage and based aircraft were included in the former rating model, but the state made adjustments to these factors in the 2006 update. The state determined that

based aircraft was not a proper measure so based aircraft was dropped. Airport usage points are still included, but operations are no longer considered. Today, airport usage points are limited to the enplanements at commercial service airports and the population service area for general aviation airports.

### *Minnesota*

Minnesota Department of Transportation (MnDOT) Office of Aeronautics is currently in the process of establishing a priority rating model, which generally follows the FAA's approach to AIP project funding. However, their state funding prioritization assigns points that they refer to as "S" points in their draft model. The "S" points assign higher points to non-NPIAS airports and lower points to NPIAS airports, which the state has indicated is based on NPIAS funding assistance, SASP airport category, and primary entitlement funding/enhanced revenue generation ability.

Minnesota does require airport zoning for airports to be eligible for State of Minnesota funding programs. Their website states "...In Minnesota, communities in the airport influence area enact zoning. A set of Procedural Steps is prescribed that meets the requirements set forth in Minnesota Statutes..." Generally, the area consists of the runway approaches and the outer limits of the Part 77 airspace surfaces. MnDOT Office of Aeronautics also published a Land Use Compatibility Manual to assist airport sponsors with understanding and promoting compatible land use development.

The following are excerpts from the Minnesota Airport Development Funding & Grant Programs section provided online, which includes an overview of their current funding levels, maintenance and operation program, and loan program:

- ✦ **Airport Construction Grant Program:** The State Airport Construction Grant Program funds most capital improvements at state system airports based on a determination that the improvement is a justifiable benefit to the air-traveling public. Airports that are in the National Plan of Integrated Airport Systems (NPIAS) are eligible for federal funding. State funding participation at NPIAS airports is 70 percent of eligible costs. State funding at non-NPIAS airports is 80 percent of eligible costs. Projects that have revenue-generating potential are funded at 50 percent. Grants are issued for planning, land acquisition, and for improvements such as rehabilitating, constructing or extending runways, taxiways, aprons, hangar areas, vehicle parking areas, entrance roads, terminal buildings, arrival/departure buildings, maintenance buildings, utilities, drainage facilities, aviation fuel facilities, and airfield lighting systems. This program also funds airport maintenance equipment at a two-thirds state one-third local participation rate.
  
- ✦ **Airport Maintenance and Operation Grant Program:** The State Airport Maintenance and Operation Grant Program provides two-thirds state reimbursement to the state system airports for their documented, routine maintenance expenses up to a fixed amount that is categorized by airport infrastructure. The day-to-day labor, material, equipment, and utility expenses of

maintaining airport pavements, airport grounds, lighting systems, buildings, and maintenance equipment are eligible costs.

- ✦ **Hangar Loan Revolving Account Program:** The State Hangar Loan Revolving Account Program provides an 80 percent interest-free loan to state system airports for building new hangars. The loans are paid back in equal monthly installments over 10 years. Payment receipts, as they become available, are then loaned out again to other airports needing hangars.

## **CONSIDERATIONS FOR MODIFICATIONS TO THE EXISTING PRIORITY SYSTEM**

Based on the review of the existing policies related to Idaho's aviation funding and systems, and processes utilized by other state aviation organizations, considerations for potential modification to ITD Division of Aeronautics' current priority system were developed as follows.

1. **Project Definitions – Consider publishing a clear and defined set of definitions for priority principles to enhance airport sponsor understanding and the state's ability to screen projects for applicability and tie the priority system more directly to the IASP.**

The priority principles that are in place today lack a specific definition to help sponsors determine if their project aligns with the purpose of the principle. Each principle should have a definition that spells out the "what and why" of each type of project that falls within its auspices so the sponsor understands the eligibility of the project before completing the IAAP grant application. This effort should not fully eliminate the flexibility in funding projects, but it should help separate and elevate the more critical projects. This effort should also help minimize the time and effort that ITD Division of Aeronautics spends in addressing project questions.

2. **Reappraisal of Funding Distribution – Consider the need for the funding distribution to be reevaluated periodically to allow for flexibility as the need arises.**

As the system grows and funding sources change, it is recommended that ITD Division of Aeronautics periodically review how funds are distributed to airports and how points are allocated during the IAAP application process. Potential distribution methods could include: 1) distributing funds based on IASP role categories; 2) distributing funds based on project type ; or 3) continuing to match all FAA grants first and then using a hybrid of the previous options. This level of flexibility will afford the Division of Aeronautics the ability to change as demand warrants and the economic environment shifts.

3. **Development of a Grant Manual – Consider the need for the development of a grant manual to work in concert with and build upon the priority principles established through IDAPA 39.04.04.**

Building on the previous two priority system modifications that have been recommended for consideration, a grant manual could be a successful mechanism for improving and enhancing the priority system that is currently in

place. The development of a formal grant manual would be a tremendous tool in assisting the Division of Aeronautics to manage the IAAP program while simultaneously providing guidance to airport sponsors.

It is recommended that during the development of the grant manual, ITD Division of Aeronautics also evaluate ways to improve the priority system to provide more accountability. Two concepts that could be evaluated for implementation in Idaho are 1) a priority system that is based on a point structure; and 2) a priority system that affords flexibility and is purely discretionary. During the evaluation process, ITD Division of Aeronautics could work with key stakeholders such as the Idaho Aeronautics Advisory Board and Idaho Airport Managers Association (IAMA) to allow the interests of all parties to be recognized and incorporated into the process. Thus, the grant manual would afford the Division of Aeronautics the ability to effectively implement a more structured program with better defined eligibility and guidelines to all airports at the same time making the Division more accountable for its funding decisions.

**4. Long-term Viability – Consider a fundamental eligibility checklist to incorporate into the priority rating system that addresses critical issues associated with the long-term protection of the airport and the state’s investment.**

It is recommended that airport sponsors be held more accountable for incompatible land use development, but in a more proactive manner that requires the sponsor define, implement, and enforce land use controls just as they would with any other important development area in the community. The goal should be to better educate sponsors on the importance of protecting their airport environs so it becomes important to them rather than placing more responsibility on the state to simply enforce something that the sponsors do not fully understand, particularly under the umbrella of their own community-wide needs, financial constraints, and politics.

To support the effort in promoting long-term viability of airports, sponsors continue to need guidance and education from aviation organizations and government agencies regarding the steps needed to protect and maximize the usage of their airport investment. Continuing guidance that builds off of the IASP and the Idaho Airport Land Use Guidelines will help airport sponsors better align their airports with the goals and objectives stated in the IASP.

## **SUMMARY**

Aviation plays an important role in Idaho’s transportation system. As a dynamic and continuously evolving industry, there is a need for clear policy direction to meet the challenges that are ahead. The policies and actions identified in this chapter are recommended to ITD Division of Aeronautics to consider for adoption as they could strengthen the Division of Aeronautics’ role as an advocate and facilitator of aviation interests in Idaho.