Avon Park, Florida
Airport Community Redevelopment Area Plan Update

January 2016

LARUE PLANNING AND MANAGEMENT SERVICES, INC.

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Jim Renfro	George Karamitis	Patrick Danzey
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INTRODUCTION

Avon Park's Executive Airport has been undergoing several planning program updates. While this Airport Community Redevelopment Area (Airport CRA) plan is being completed to bring it into compliance with Florida Statutes, it is also undergoing an update to its Master Plan, which has not been updated since the creation of the Airport CRA.

The Master Plan for the airport contains information relative to its redevelopment, particularly in regards to infrastructure. The firm(s) charged with updating the Master Plan must use comprehensive strategies because, unlike the CRA Plan, the Airport Master Plan will be reviewed and at both the state and federal levels. They have used an approach:

> "… to update existing facility information, identify forecast aviation demand, determine anticipated facility requirements and consider alternative airport development plans that will provide a 'balanced' airport system. The proposed alternatives will address landside/airside facilities, commercial development, and the Airport's role in Highlands County and the regional transportation system. Additionally, the master plan update for AVO will provide planning and development guidance to satisfy aviation demand and help stimulate the local economy. Ultimately, the master plan update will serve as a strategic development tool for the Airport and will be used as the general guideline for future development at AVO. "

While the contents of a CRA are statutorily required and addressed herein, this update has also included portions of the Airport Master Plan (incorporated into the Appendix is a link to the Master Plan on the City's website) to serve as the backbone of what is a very technical improvement plan.

The Airport Master Plan identifies some of the key issues:

- Identify aviation demand that may be realistically anticipated at AVO.
- Be sensitive to the overall environmental characteristics and needs of the area surrounding the Airport.
- Address needs to improve Airport infrastructure, buildings, equipment, and facilities to meet forecast demand.
- Evaluate land use at AVO and identify areas available for future aviation and non-aviation development.
- Facilitate non-aviation commercial development opportunities.

The CRA Plan must be aware of the need to be not only consistent with Florida Statutes (Chapter 163, Part III), but that by incorporating elements of the Airport Master Plan, which is being prepared "…in accordance with Federal Aviation Administration (FAA) Advisory Circulars AC 150/5070-6B, Airport Master Plans, and AC 150/5300-13, Airport Design, and other related federal standards." The Community Redevelopment Agency recognizes the need to follow FAA and state regulations to maintain funding of all projects being proposed that may use federal or state resources.

Redevelopment, for many communities, is the catalyst for private sector investment. Avon Park is fortunate to have had private development throughout the city. Unfortunately, most of that has been outside the redevelopment area, until recently. Much of the choice to develop comes down to land values and visibility. Certainly this has been a major factor in the location of new development in the city with transit-oriented commercial development along U.S. 27.

Redevelopment also has a lot to do with the improvements the city itself makes to an area. If it looks like the community is not willing to spend funds to make improvements, then developers look elsewhere. The U.S. 27 corridor is a perfect example of this. Start at either the southern entrance or the northern entrance; these are the gateways into the city. But what is striking is that the first impression is of a roadway to move cars through Avon Park. There is nothing there to distinguish Avon Park from any other place along this roadway and nothing that captures passers-by. However, the Airport does make Avon Park special. And improvements to the Airport have the potential to provide opportunities to attract development in other parts of the city.

History of Avon Park

Avon Park is one of the oldest cities of Highlands County. The first permanent settler in Avon Park was Oliver Martin Crosby, a Connecticut native who moved to the area in 1884 to study the wildlife of the Everglades. By 1886, enough people had followed that the town of "Lake Forest" was incorporated. An English woman who had settled in the area convinced Crosby that the area was reminiscent of her home of Stratford-upon-Avon, and persuaded him to change the name of the settlement to Avon Park. The City of Avon Park was incorporated in 1926.

Oliver M. Crosby was the founder of the town he originally called Lake Forest and later became known as Avon Park. He built a 32 room hotel on the shores of Lake Verona, aptly named Verona Hotel. Here in the early days prospective property buyers were registered and given the royal treatment. The Verona Hotel was the cultural center of the new community. Religious services

were held here until the various denominations built their own churches, usually on land that Oliver Crosby donated to them.

George Sebring, in his endeavors to develop the town of Sebring, was a guest here many times as there were no other lodging facilities nearby.

The Verona Hotel was greatly damaged by fire in 1926 and was demolished. Salvaged lumber was used in numerous construction sites around the town. There are more than likely structures in Avon Park still standing containing lumber from the Verona Hotel.

In 1885 a man named Oliver Crosby entered the frontier of a territory he named Lake Forest. Mr. Crosby and another investor had purchased 20,000 acres of land for $50,000.00 from a man named Hamilton Disston of Philadelphia, who had previously purchased 4,000,000 acres of territory from the state of Florida.

Mr. Crosby's intentions were to survey off and sell property to interested parties and receive a return on his investment. He hired a man named William King, who was from England, to manage the development of the town while Mr. Crosby took care of the financial business of selling property.

Mr. King's wife, Mary joined her husband in Lake Forest and the name of the town was changed to Avon Park to reflect the King's England home of Strattford-on- Avon.

In 1885 Lake Forest was, as the name implies, a forest with many lakes. In order for Mr. Crosby to interest clients to purchase property he needed a place for prospective buyers to stay while being shown property. A hotel, built from the standing pine trees where it sat, began construction in 1887 and was finished in 1889. Built on the shore of Lake Verona and fittingly named Verona Hotel, it was regularly filled to capacity of its 32 rooms. George Sebring, in his exploits to develop the town of Sebring, frequently stayed here at the Verona Hotel.

The closest early transportation line was the railroad in Ft. Meade, which was the end of the line. Mr. Crosby would send wagons to Ft. Meade to fetch his prospective clients and they would be registered in the Verona Hotel once they arrived. The hotel was the social center of the town. Everything happened there. Church services were held there until the various denominations constructed their own churches. A bandstand was built on the grounds to entertain the hotel guests and residents. As the town was growing around the Main Street area, the bandstand was moved in 1912 to the Main Street Area and when the double drive mall was completed in 1922, the bandstand was moved to its present location.

The Verona Hotel was heavily damaged by fire in 1926 and was demolished. Salvaged lumber was used in numerous construction sites around the town. There are more than likely structures in Avon Park still standing containing lumber from the Verona Hotel. Construction on the Jacaranda Hotel had recently been completed. Also, the Florida "boom" was in full progress and Avon Park developed into one of the nicest small towns in central Florida. (*Avon Park Historical Society*)

History of the Avon Park Executive Airport

The Avon Park Executive Airport, as it is known today, opened as a civil airport in April 1940 as Avon Park Municipal Airport. During World War II it was leased by the United States Army Air Forces on October 4, 1941. During the war, it was assigned to the Army Air Forces Training Command as a contract pilot training airfield. It was placed under the jurisdiction of the 61st Army Air Force Fight Training Detachment (Contract Flying).

Operated by the Lodwick Aviation Military Academy, it was used as a primary (level 1) pilot training airfield. Flying training was performed with Fairchild PT-19s as the primary trainer. It also had several PT-17 Stearmans assigned. The airfield had three 4,000 hard surfaced runways for landings and takeoffs. In addition, Avon Park MAP had four auxiliary airfields for emergency and overflow landings.

There were also four (4) auxiliary field nearby which served as emergency landing and overflow fields. All of the Auxiliary airfields were grass all-way runways and not manned. After the war they were returned to their owners and today are indistinguishable from the surrounding landscape.

Army Air Corps (AAC) Chief, General Henry “Hap” Arnold, turned primary pilot training over to other agencies in an attempt to allow the AAC personnel time to concentrate on later stages of training. As a consequence of this policy a number of civilian pilot training schools were employed for training purposes. Town fathers in Avon Park aggressively sought such a school to be located at the site of the Avon Park Municipal Airport. Negotiations with Albert Lodwick, co-owner of the Lakeland School of Aeronautics resulted in Lodwick Aviation Military Academy (LAMA) opening in October 1941 at the municipal field.

By adapting the former Highlands Lakes Hotel, a former golf course, an old casino, and several former resort structures, Lodwick created a primary training school using fifty Stearman PT-17 trainers. Because of multiple locations, it was necessary to transport students by bus between

barracks and airfield. Using the remodeled hotel however, provided recruits with accommodations more luxurious than most other Army installations. The Jacaranda Hotel in Avon Park, a National Register of Historic Places listed site, reserved a special room for use as a Cadet Club. The cadets each paid $1.00 monthly for membership and hosted a dance for the first graduating class on December 6, 1941. Severe housing shortages, particularly for civilian employees, contributed to problematic turnovers at both LAMA and Avon Park Army Air Field. Many of these civilian employees were women.

With the successful prosecution of the war on the part of the Allies, Lodwick Aviation Military Academy was order closed on November 6, 1944. During the three years of operation, 3,413 recruits graduated and over 300 civilians were employed during peak periods. The economic loss to Avon Park was dramatic.

The Training Command inactivated the military flying school on 16 October 1944 as part of the drawdown of AAFTC's pilot training program. Declared surplus and turned over to the Army Corps of Engineers on 30 September 1945. Eventually discharged to the War Assets Administration (WAA). At the end of the war the facility reverted back to the city for operation as the Avon Park Municipal Airport. In February 1995 the Air Force Association placed plaques at the Jacaranda Hotel in Avon Park, the Avon Park Municipal Airport, and the on the grounds of the former Walker Memorial Hospital (Highlands Lakes Hotel and Casino) to honor the men of the 61st AAFFTD. (Wikipedia)

see also: "Florida Remembers World War II"
http://www.museumoffloridahistory.com/exhibits/permanent/wwii/index.cfm)

Requirements for Amending a Redevelopment Area Boundary or Time Frame for Existence.

Avon Park, through this Airport CRA Plan update, will be extending the life time of the Airport CRA.

The City believes that the work involved in redeveloping the Airport area has just begun to reach a critical period where property assessments, tax increment collections, and developer interests show great promise for further redevelopment improvements. The Airport has begun the necessary planning to upgrade the facilities according to Federal guidelines and requirements. Therefore, the City Council has provided direction so that by updating the Airport Redevelopment Plan future challenges and opportunities can be met. City staff and consultants analyzed existing

conditions and accomplishments, supported by the community and members of the Airport CRA Advisory Committee, and have prepared an updated 2015 Redevelopment Plan.

The 2016 Redevelopment Plan, while meeting Florida statutes for updating a redevelopment plan, also includes the major elements of the Airport Master Plan. The Airport Master Plan, adopted by the City Council in April 2015 (Resolution # 15-08) and included by reference; includes a number of planned capital improvements that the City wants to address during the Years 2022 to 2042. These capital improvements include runway, facilities and infrastructure improvements. The major funding mechanism for a majority of these capital improvements is Federal and State grants, with some level of increment revenue financing. By extending the revenue increment contributions an additional 20 years to provide a sunset date of March 31, 2042, the City/ Community Redevelopment Agency could continue to implement projects and activities in the Redevelopment Area using a combination of public and private sources of capital and utilizing both long-term and short-term financing options.

The Airport CRA was created pursuant to Florida Statutes by Ordinance 03-01 in October 2001. The statutes include requirements should the CRA boundaries be expanded or contracted or the time frame for existence be extended. The following section of Florida Statutes prevails in these instances:

> 163.361 Modification of community redevelopment plans.—
>
> (1) If at any time after the approval of a community redevelopment plan by the governing body it becomes necessary or desirable to amend or modify such plan, the governing body may amend such plan upon the recommendation of the agency. The agency recommendation to amend or modify a redevelopment plan may include a change in the boundaries of the redevelopment area to add land to or exclude land from the redevelopment area, or may include the development and implementation of community policing innovations.
>
> (2) The governing body shall hold a public hearing on a proposed modification of any community redevelopment plan after public notice thereof by publication in a newspaper having a general circulation in the area of operation of the agency.
>
> (3)(a) In addition to the requirements of s. 163.346, and prior to the adoption of any modification to a community redevelopment plan that expands the boundaries of the community redevelopment area or extends the time certain set forth in the redevelopment plan as required by s. 163.362(10), the agency shall report such proposed

modification to each taxing authority in writing or by an oral presentation, or both, regarding such proposed modification.

(b) For any community redevelopment agency that was not created pursuant to a delegation of authority under s. 163.410 by a county that has adopted a home rule charter and that modifies its adopted community redevelopment plan in a manner that expands the boundaries of the redevelopment area after October 1, 2006, the following additional procedures are required prior to adoption by the governing body of a modified community redevelopment plan:

1. Within 30 days after receipt of any report of a proposed modification that expands the boundaries of the redevelopment area, the county may provide notice by registered mail to the governing body of the municipality and the community redevelopment agency that the county has competing policy goals and plans for the public funds the county would be required to deposit to the community redevelopment trust fund under the proposed modification to the community redevelopment plan.

2. If the notice required in subparagraph 1. is timely provided, the governing body of the county and the governing body of the municipality that created the community redevelopment agency shall schedule and hold a joint hearing co-chaired by the chair of the governing body of the county and the mayor of the municipality, with the agenda to be set by the chair of the governing body of the county, at which the competing policy goals for the public funds shall be discussed. For those community redevelopment agencies for which the board of commissioners of the community redevelopment agency are comprised as specified in s. 163.356(2), a designee of the community redevelopment agency shall participate in the joint meeting as a nonvoting member. Any such hearing shall be held within 90 days after receipt by the county of the recommended modification of the adopted community redevelopment plan. Prior to the joint public hearing, the county may propose an alternative modified community redevelopment plan that meets the requirements of s. 163.360 to address the conditions identified in the resolution making a finding of necessity required under s. 163.355. If such an alternative modified redevelopment plan is proposed by the county, such plan shall be delivered to the governing body of the municipality that created the community redevelopment agency and the executive director or other officer of the community redevelopment agency by registered mail at least 30 days prior to holding the joint meeting.

3. If the notice required in subparagraph 1. is timely provided, the municipality may not proceed with the adoption of a modified plan until 30 days after the joint hearing unless

the governing body of the county has failed to schedule or a majority of the members of the governing body of the county have failed to attend the joint hearing within the required 90-day period.

4. Notwithstanding the time requirements established in subparagraphs 2. and 3., the county and the municipality may at any time voluntarily use the dispute resolution process established in chapter 164 to attempt to resolve any competing policy goals between the county and municipality related to the community redevelopment agency. Nothing in this subparagraph grants the county or the municipality the authority to require the other local government to participate in the dispute resolution process.

(4) A modification to a community redevelopment plan that includes a change in the boundaries of the redevelopment area to add land must be supported by a resolution as provided in s. 163.355.

(5) If a community redevelopment plan is modified by the county or municipality after the lease or sale of real property in the community redevelopment area, such modification may be conditioned upon such approval of the owner, lessee, or successor in interest as the county or municipality may deem advisable and, in any event, shall be subject to such rights at law or in equity as a lessee or purchaser, or his or her successor or successors in interest, may be entitled to assert.

According to Section 163.387(2)a, Florida Statutes (2012) "...If the community redevelopment plan is amended or modified pursuant to Section 163.361(1), each such taxing authority shall make the annual appropriation for a period not to exceed 30 years after the date the governing body amends the plan but no later than 60 years after the fiscal year in which the plan was initially approved or adopted...." Therefore, the City may extend the CRA through 2038 and continue utilization of increment revenues above the base year established (2001) through 2038 by adopting a City Resolution.

Required Contents of a Community Redevelopment Plan

Though this Plan is an update to a previously approved redevelopment plan (see Analysis of Existing Plan, page 29), it still must contain the requirements found in Chapter 163.362 of the Florida Statutes which lists the mandatory requirements of a Community Redevelopment Plan. The following section specifically addresses each of the requirements of Chapter 163.362. In order to satisfy the requirements of Florida Statutes Chapter 163.362 every Community Redevelopment Plan shall:

1. Contain a legal description of the boundaries of the CRA and the reasons for establishing such boundaries in the plan. The Airport CRA includes the area within the boundary shown in the base map and Plan exhibits, and contains approximately 355 acres. The legal description is included in the appendix.

The boundaries established for the Airport CRA are based upon Resolution 01-19 adopted by the Avon Park City Council, declaring a Finding of Necessity. The Finding of Necessity established that present conditions within the identified redevelopment area constitute an economic and social liability. The Finding of Necessity is supported by substantial evidence satisfying the requirements of Florida Statute 163.335.

2. Show a diagram and in general terms:

a. The approximate amount of open space to be provided and the street layout.

The Plan illustrates the Avon Park Airport CRA street layout, public areas and open space. The approximate open space area is 300 acres, or 86%. All streets internal to the Airport are private, general aviation roadways.

b. Limitations on the type, size, height, number and proposed use of buildings.

Limitations on the type, size, height and number and proposed use of buildings within the Airport CRA are determined by Federal Aviation Administration rules. The Airport Master Plan identifies improvements to the types of buildings thus:

> **As with light GA (General Aviation) development, corporate aviation facilities and services is a market sector currently served at AVO and one that is forecast to see growth over the planning period. Corporate aviation facilities and services are currently largely provided by the FBO located on the north side of the aircraft parking apron, with some additional facilities on the east side of the airfield.**

c. The approximate number of dwelling units.

There are no dwelling units within the Airport CRA.

d. Such property as is intended for use as public parks, recreation areas, streets, public utilities and public improvements of any nature.

The Airport Master Plan illustrates the public improvements proposed for the Airport CRA.

There are two public recreation facilities located within the Airport CRA boundaries. One is located in the southeast corner of the Airport CRA. These facilities include four ball fields, a playground, and ancillary buildings. The other is located in the northwest area and consists of a dirt bike track (see Map 4.)

3. If the redevelopment area contains low or moderate income housing, contain a neighborhood impact element which describes in detail the impact of the redevelopment upon the residents of the redevelopment area and the surrounding areas in terms of relocation, traffic circulation, environmental quality, availability of community facilities, effect on school population, and other matters affecting the physical and social quality of the neighborhood.

There are no housing units within the Airport CRA, therefore a neighborhood impact element is not required.

4. Identify specifically any publicly funded capital projects to be undertaken within the CRA.

The project sheets and implementation table describe the publicly funded capital projects proposed by the Airport Master Plan and this CRA Plan.

5. Contain adequate safeguards that the work of the redevelopment plan will be carried out pursuant to the plan**.**

The Community Redevelopment Agency will carry out the work of Redevelopment Plan. The redevelopment process has been established consistent with Chapter 163, Part III., Community Redevelopment of the Florida Statutes. It is the intent of the Avon Park City Council to comply with those requirements as established in Chapter 163, Part III, of the Florida Statutes, as amended.

6. Provide for the retention of controls and the establishment of any restrictions or covenants running with the land sold or leased for private use for such periods of time and under such conditions as the governing body deems necessary to effectuate the purposes of this plan.

The provisions of the Airport CRA Plan will be satisfied on an individual basis, as each project is carried through final documentation or design.

7. Provide assurances that there will be replacement housing for the relocation of persons temporarily or permanently displaced from housing facilities within the CRA.

The Airport CRA contains no residential units, therefore no one will be relocated.

8. Provide an element of residential use in the redevelopment area if such use exists in the area prior to the adoption of the plan or if the plan is intended to remedy a shortage of housing affordable to residents of low or moderate income, including the elderly or if the plan is not intended to remedy such shortage, the reasons therefore.

The Airport CRA contains no residential housing units.

9. Contain a detailed statement of the projected costs of the redevelopment, including the amount to be expanded on publicly funded capital projects in the Community Redevelopment Area and any indebtedness of the Community Redevelopment Agency, the County or the Municipality proposed to be incurred for such redevelopment if such indebtedness is to be repaid with increment revenues.

The proposed project sheets and implementation table outline a detailed list of projects and corresponding cost estimates.

10. Provide a time certain for completing all redevelopment financed by increment revenues. Such time certain shall occur no later than 30 years after the fiscal year in which the plan is approved, adopted, or amended pursuant to s. 163.361(1).

The Airport CRA anticipates completing all redevelopment activities no later than 20 years after adoption of this amendment.

Public Input

Public input during the development of the CRA Plan update was done through a series of workshops, open to the public, with members of the CRA Advisory Committee and the CRA Board.

In addition, the Airport Advisory Committee has had numerous meetings over the last two years with their Airport Master Plan consultant. The Airport Master Plan, referenced in this document, must be reviewed by the FAA and forms the basis for projects and programs in the Airport CRA Plan update.

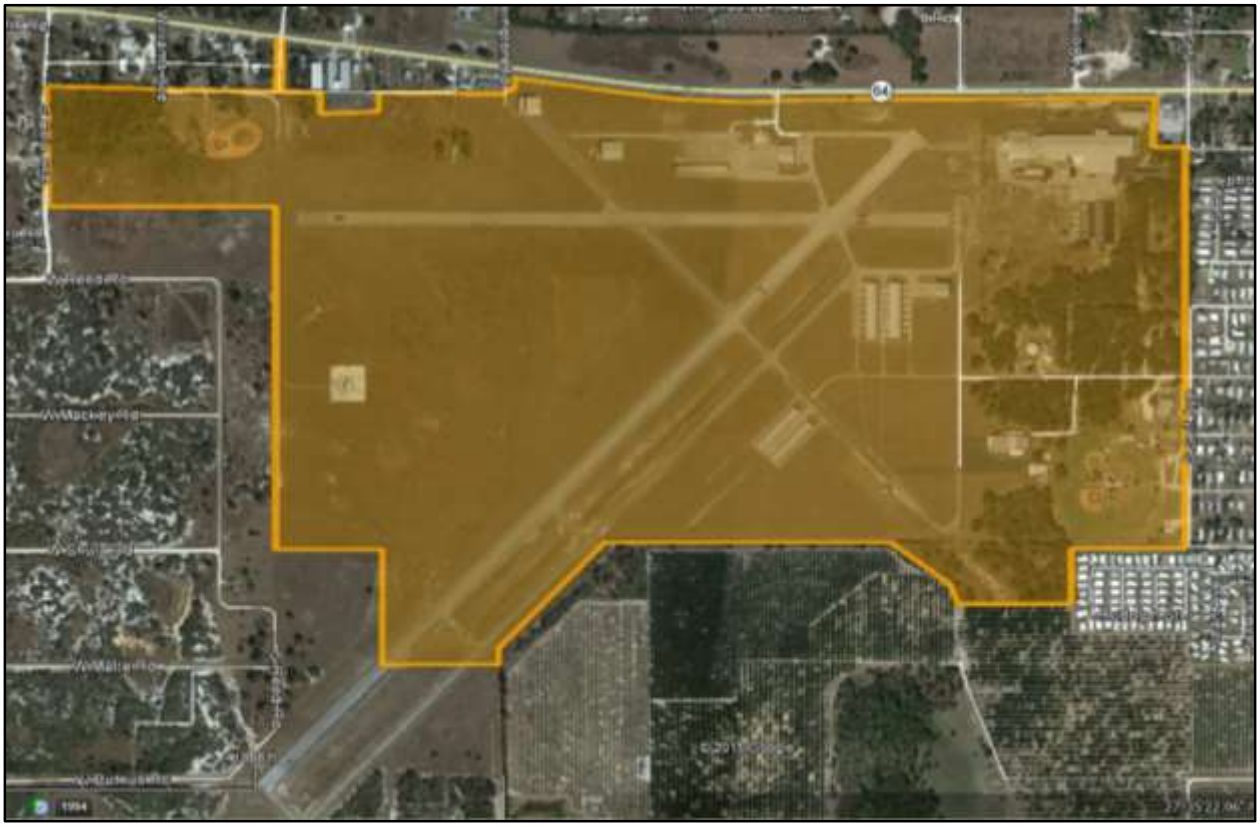
General Description of the Airport CRA Boundaries

In general, the boundaries of the Airport CRA are as follows:

> SR 64 to the north, South Reed Road to the west, the City/County boundary to the south, and South Self Avenue to the east.

Throughout this document the terms, "Airport Community Redevelopment Area," or "Airport CRA" are used to identify the total 355-acre area; and the "Airport Master Plan" or "Master Plan" refers to the document adopted by the City to update a federally required plan relating to general aviation airports.

Map 1. Avon Park Airport CRA



Source: LaRue Planning, 2015.

BACKGROUND

Existing Airport Community Redevelopment Plan

The existing Airport CRA was created in August 2002 through statutorily defined actions by the City Council (Map 1). The Airport Redevelopment Area was being effected by blighting influences, more specifically the ageing of the airport infrastructure, the ageing of the facility itself, the very expensive maintenance costs associated with the entire airport, and the slow rate of private, as well as public, investment. This was reflected in a need to repave runways, extend runways, do a master drainage plan and build it, and over 20 other items listed within the FAA reviewed Master Plan.

The current Airport CRA Redevelopment Plan called for certain activities to relieve the conditions of slum and blight and are generally described below:

Facilities Upgrades and Inclusions

The Plan contains some 23 capital items. The total cost for redevelopment at the Airport, in 2002, was $4.847 million, with the City share being $801,700. Projects range from runway extensions, relocation of the FBO (fixed base operators) buildings, replacement of lights, replacement of T-hangars, all the way to the construction of new aprons, new taxiways, connectors, and the construction of additional T-hangars and corporate hangars.

Some consideration would be given to acquiring additional land for a non-airside related, but airport related, industrial park. The cost of that land and the developments associated with it are not included within the Airport Master Plan or this Plan.

Major Improvements

The traffic circulation of the site is proposed to be improved by adding taxiways and widening runways and apron areas. This additional paving will drive the need for major drainage improvements to eliminate ponding and to meet the retention requirements associated with new paving and new development.

There are currently (as of 2002 CRA Plan adoption) 38 T-hangars, with ten new ones in funding. There are also two corporate hangars on the airport. Other proposals that the City has currently are to increase the width of the runways from 75 feet to 100 feet, and increase Runway # 422 from 75 feet to 100 feet in width.

EXISTING CONDITIONS SUMMARY FOR REDEVELOPMENT AREA

Economic Overview

The Airport CRA is located in an Enterprise Zone and could become a target for development in the future, as proposed in the Airport Master Plan. Florida eliminated the Enterprise Zone program as of December 31, 2015; however, there is still an opportunity for tax credit refunds or credits on some of the programs that were established. For more information go to the Florida Department of Economic Opportunity website: http://floridajobs.org/business-growth-and-partnerships/for-businesses-and-entrepreneurs/business-resources/florida-enterprise-zone-program.

According to the City and Airport Consultants, the proposed improvements are highlighted below:

Master Land Use Plan

The intent of this section is to build upon the information presented in the previous chapters and evaluate the existing on-airport land uses to identify ways to improve and/or maximize operational efficiency, diversify and increase revenue sources for the airport, and ensure compatibility and a certain level of "synergy" between adjacent uses within the total airport system. Achieving this can sometimes be challenging where available vacant developable parcels are limited and large tracts are currently leased by tenants. It is often best to look for the single best land use solution that maximizes the use of airport property, its economic benefit to the community and builds flexibility for future redevelopment if changes in lease area and/or use occur.

The land use planning process completed in this section identified and confirmed the areas having aeronautical, and non-aeronautical driven development opportunities for AVO. These development areas have been evaluated and programmed to establish a master land use plan for long-term development. The land uses identified in the master land use plan seek to meet general land use planning assumptions identified to help guide the consideration of viable development opportunities. These general land use planning assumptions include:

- Aeronautical aviation related businesses are considered by federal law and regulations to be the highest and best use for all suitable parcels when runway access is available.
- Non-aeronautical aviation related businesses are considered the highest and best use for all suitable parcels when runway access is not available.
- Proposed land uses must consider existing adjacent land uses and seek to ensure land use compatibility and enhanced flexibility.
- Proposed development must comply with federal law and regulations regarding use of airport lands and the terms and conditions under which such land is made available for development.
- Necessary access and infrastructure to support the proposed land use must be available and readily accessible or expanded.
- Environmental concerns should be considered relative to the type and location of the proposed land use.
- Opportunities to enhance revenue diversification and increase overall revenue sources should be incorporated whenever feasible.

These assumptions have been used as the basis for consideration in evaluating various aeronautical and non-aeronautical land uses and development areas. Ultimately, the master land use plan must present a cohesive flexible plan that accommodates existing uses and plans for future development that will maximize the flexibility and economic impact of the Airport. (Airport Master Plan – CDM-Smith, 2014)

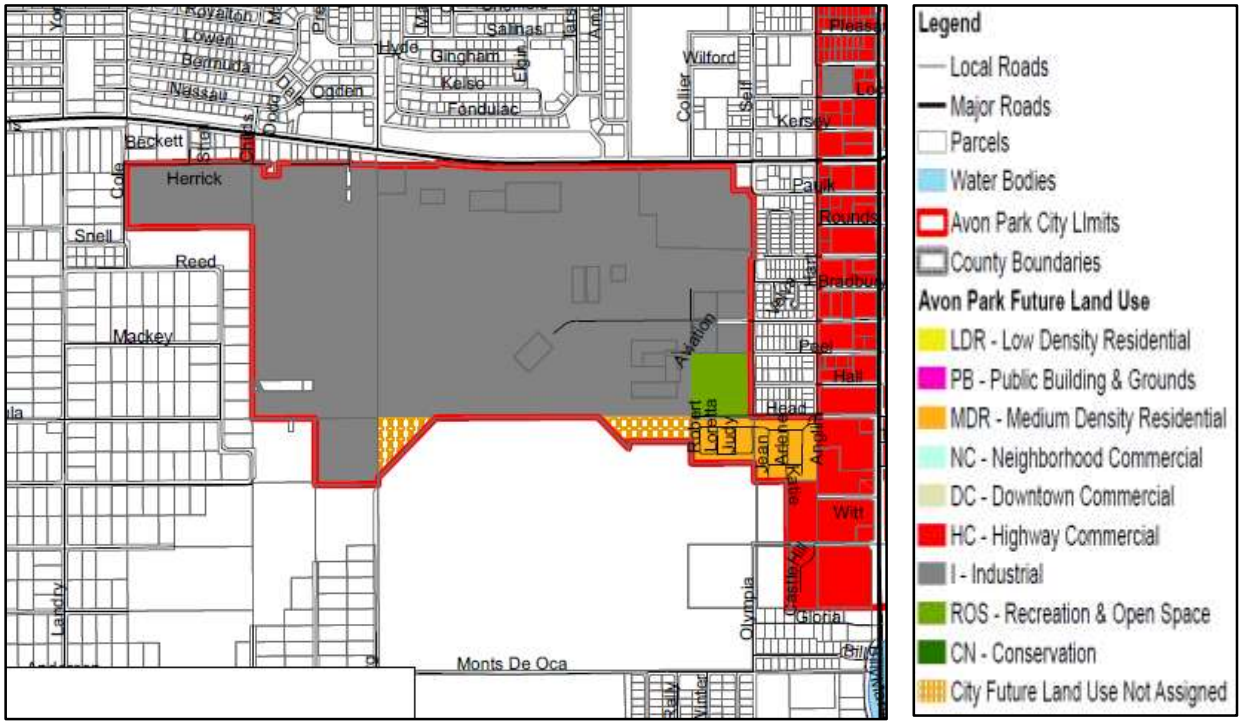
Existing Land Uses

The existing uses within the Airport CRA are consistent with current zoning and land use for an Industrial land use and zoning classification.

Future Land Uses

There are a total of 12 separate future land use designations within the City. The Airport CRA contains only two – Industrial and Conservation. It also contains a small portion that has yet to be assigned a land use category (Zoning not Assigned was recently annexed from unincorporated Highlands County and using County designation). The Airport CRA is designed to support a balanced mix of uses for a general aviation facility. Map 2. Airport CRA Future Land Use Designations, depicts the land uses assigned to the Airport CRA.

Map 2. Airport CRA Future Land Use Designations

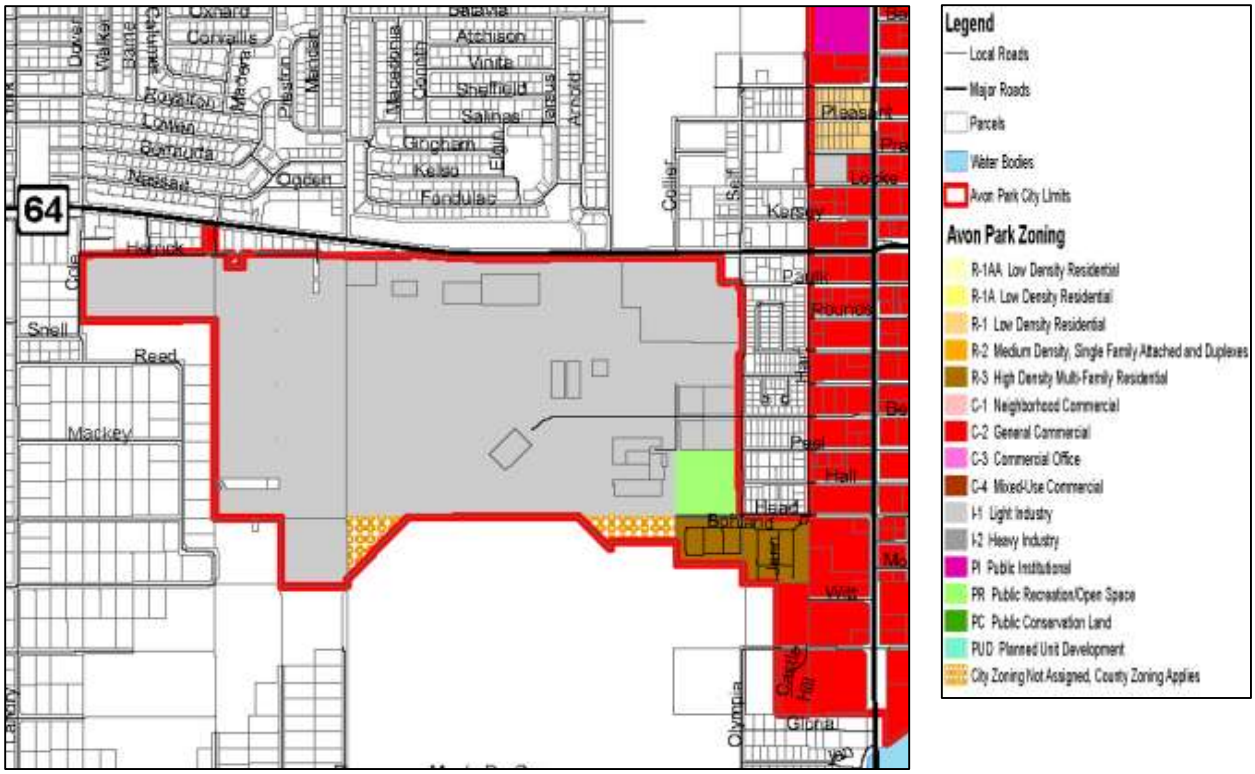


Source: CFRPC, 2010

Zoning Districts

The City of Avon Park maintains 15 separate zoning districts throughout the City. The Airport CRA contains only two (2) - Light Industry and Public Recreation / Open Space. It also contains a small portion that has yet to be assigned a zoning category (Zoning not Assigned land was recently annexed from unincorporated Highlands County and using County designation). The distribution of zoning districts within the existing Airport CRA is shown in Map 3.

Map 3. Airport CRA Zoning Designations

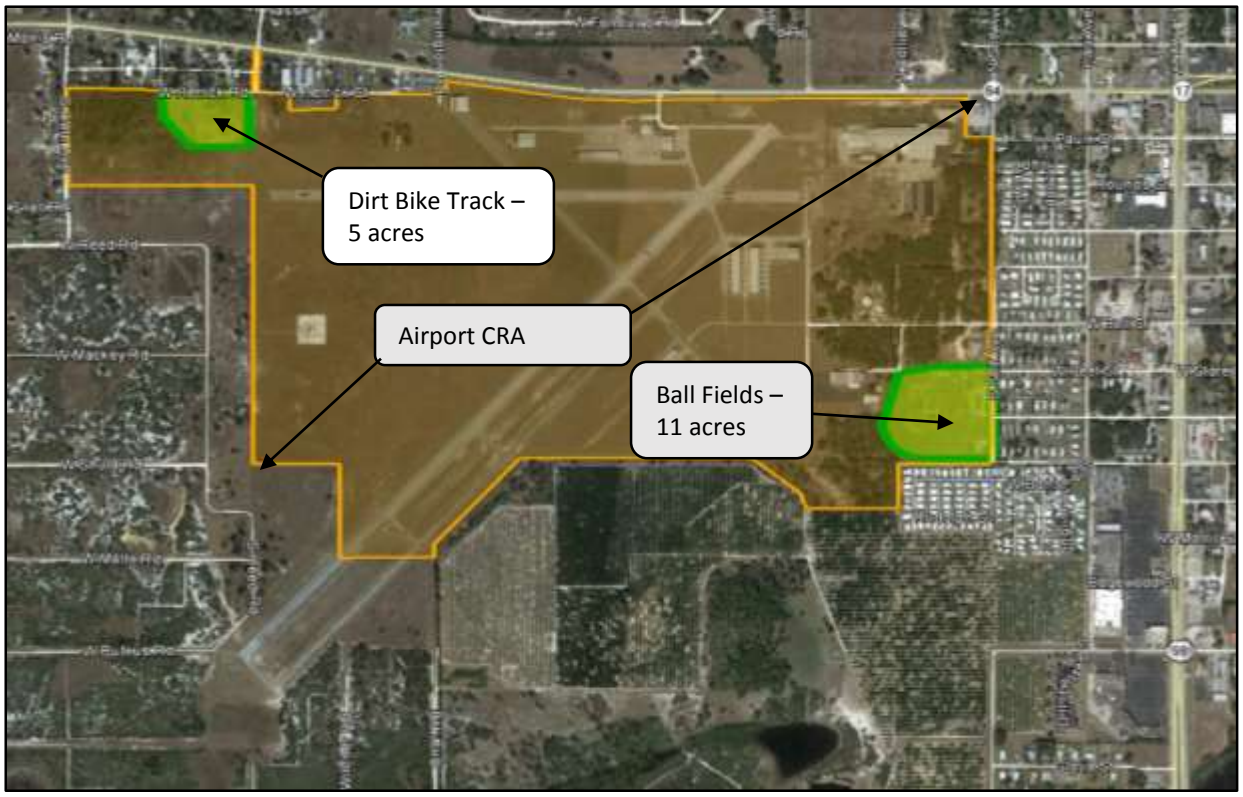


Source: CFRPC, 2010.

Public Lands

Open space means undeveloped lands suitable for passive recreation or conservation uses. There is a small parcel of land designated for public recreation within the Airport CRA. Its current use is as ballfields. However, there is another recreational use within the CRA, a dirt bike track located in the northwest area of the CRA. These are depicted in Map 4. Recreational Areas within the Airport CRA.

Map 4. Recreational Areas within the Airport CRA



Source: LaRue Planning, 2015.

Transportation and Utilities

The traffic circulation within the area is contained within the airport itself. The following description, from the Airport Master Plan, details facilities for both fixed-base operations and airplane movements:

Existing Airside Facilities

Runways

There are two active runways serving AVO; Runway 05-23 and Runway 10-28. The primary runway, Runway 05-23, is 5,374 feet long and 100 feet wide and in good condition. The Runway 23 threshold is displaced 1,044 feet. The runway is oriented in a northeast/southwest direction with an asphalt surface and load bearing capacity of 26,000 pound for single wheel aircraft. This runway, which currently falls within the standards specified in FAA AC 5300/13 for ARC C-II, has non-precision instrument markings consisting of threshold designators and centerlines. The markings are in fair condition. As mentioned earlier, Runway 05-23 is equipped with REILs, PAPIs, and MIRLs. Map 4, illustrates the orientation of Runway 05-23.

Runway 10-28 provides crosswind coverage, is oriented in an east to west direction, and is 3,844 feet long and 75 feet wide. The runway is in good condition and consists of an asphalt surface with a load bearing capacity of 110,000 pound for single wheel aircraft. There are no displaced thresholds on this runway. Pavement markings for Runway 10 consist of non-precision instrument markings in good conditions. The pavement markings for Runway 28 are basic visual runway markings in good condition. Runway 10-28 currently falls within the standards specified in AC 5300/13 for ARC B-II. Map 4, illustrates the orientation of Runway 10-28.

Taxiways

The existing taxiway system, also illustrated in Map 4, connects the runways to the terminal area and other airport facilities. The primary runway, Runway 05-23, is served by a full length parallel taxiway, Taxiway 'E'. Taxiway 'E' is located on the east side of the runway and extends approximately 1,447 feet from the end of Runway 05, connecting with Taxiway 'D', it extends approximately 2,327 feet connecting with Taxiway 'C', approximately 3,830 feet to connect with Taxiway 'A' and extends approximately 4,615 feet to connect with Taxiway 'B'. Taxiway 'E' is 35 feet wide and has 310 feet of separation from the Runway 05-23 centerline. The 310 foot separation exceeds FAA Airplane Design Group (ADG) C-II by 10 feet.

In addition to the taxiway discussed above, Runway 05-23 and the fuel farm can be accessed by Taxiway 'F' and Taxiway 'B'. Taxiway 'B' connects the east T-hangars south of Runway 10-28 to the fuel farm and terminal building by crossing Runway 05-23. The portion of the taxiway north of 10-28 is 30 feet wide which is 5 feet short of the FAA required standards for C-II aircraft. In addition, Taxiway 'F', which connects the displaced end of Runway 23 to the FBO facility, is also 30 feet wide and does not currently meet C-II design requirements.

Runway 10-28 is served by a partial parallel taxiway, Taxiway 'H'. Taxiway 'H' is located on the south side of Runway 10-28. Taxiway 'H' is 35 feet wide and has 300 feet of runway centerline to taxiway centerline separation. The width of Taxiway 'H' meets ADG II standards.

Aircraft Parking Aprons

There is one main aircraft-parking apron located on the Airport. The parking apron is located on the north side of Runway 10-28 and west of Taxiway 'B' and serves the terminal, FBO and administration building. The apron has approximately 44,500 square feet of area. This apron is in good condition with minimal cracking. The aircraft parking area is shown in Figure 1.

Figure 2. General Orientation of Runways and Taxiways

Source: Airport Master Plan – CDM-Smith, 2014

Existing Landside Facilities

The landside facilities at AVO generally include; Airport administrative and maintenance buildings, Fixed Base Operator (FBO), fuel farm, maintenance hangars, several aircraft storage hangars and auto parking. Generally, the landside facilities at AVO can be divided into the following categories:

- Airport Administration/Terminal
- FBO
- Maintenance Hangars
- Fuel Storage
- Aircraft Storage Hangars
- Non-Aviation

Figure 2 depicts the location of the primary landside facilities located at the Airport.

Airport Administration/Terminal

The airport's administration building/terminal building is located north of Runway 10-28 and south of West Main Street. The building encompasses roughly 5,000 square feet of space and includes; offices, reception area, conference room, FBO, pilots lounge and restrooms. The automobile parking area located north of the building includes 19 parking spaces.

Fixed Based Operator

Currently, AVO is without a full-service Fix Base Operator, and has plans to advertise for a replacement. Historically, the FBO has operated out of the main terminal/administration building and provided the following services.

- Aviation fuel (100LL and Jet A) – 24 hour service
- Major and minor maintenance
- Flight training
- Aircraft repair
- Tie-down space
- T-hangar rental
- Phones and restrooms
- Pilot Lounge
- Rental cars
- Hangar rental
- Used aircraft sales
- Charter services
- Weather and flight planning rooms
- Courtesy transportation

Maintenance Hangars

There are currently three maintenance hangars located on the airfield. The first is located next to the terminal building and is scheduled for demolition to allow for the installation of a new fuel farm. The second is located north of Runway 10-28 and west of the terminal building. The last is located on the southeast quadrant of the airfield and is privately owned and houses Highlands Aviation, an aircraft painting and re-furbishing business.

Fuel Storage Facilities

In January 2015 the City of Avon Park assumed the responsibility of providing fuel services at the Airport when the previous FBO terminated its business. The previous FBO currently owns the fuel facility located adjacent to the FBO, north of the maintenance hangar north of Runway 10-28. The facility contains two fuel storage tanks; one 5,000 gallon tank containing 100LL Avgas and one 10,000 gallon Jet-A. Both fuel storage tanks are above ground. This fuel storage facility is scheduled for removal by the previous FBO owner and to be replaced by a Florida Department of Transportation 2015 project to construct a new fuel farm comprised of two 12,000 gallon storage tanks (Jet-A and 100LL).

Figure 3. Fixed-base Operations

Source: Airport Master Plan – CDM-Smith, 2014

Aircraft Storage Hangars and Tie-Downs

There are currently 5 T-Hangar buildings located on the airfield. The first is located north of Runway 10-28 while the other 4 are located on the east side of Runway 05-23. There are a total of 58 T-Hangar spaces at AVO with six currently available for lease. AVO has 13 tie-down spaces located on the main apron adjacent to the terminal building. Currently, 6 of the tie-down spaces are unoccupied.

Non-Aviation

Classic Caladiums is currently the only non-aviation tenant at the airport. Classic Caladiums leases the 123,000 square foot building located on the northeast quadrant of the airport, east of the terminal building and conducts their office, processing, and warehousing functions at this location.

ANALYSIS OF EXISTING PLAN

Key Issues

The main issue for the Airport CRA Plan was that it did not meet statutory requirements for a redevelopment plan. The CRA Plan did identify several projects (23 capital items), including runway extensions, relocation of fixed-based buildings, new lights, replacement of old and addition of new T-hangers, as well as new aprons, taxiways, connectors and corporate hangers.

However, there were a few things lacking in the plan itself. The following are the requirements and how the CRA plan addressed each:

1. Contain a legal description of the boundaries of the CRA and the reasons for establishing such boundaries. If the redevelopment area contains low or moderate income housing, contain a neighborhood impact element which describes in detail the impact of the redevelopment upon the residents of the redevelopment area in the plan.

   The Plan was adopted by the Council, following approval of the Finding of Necessity. However, a full copy of the Plan, including attachments is not available.

2. Show a diagram and in general terms:
   a. The approximate amount of open space to be provided and the street layout.

      This was not provided.

   b. Limitations on the type, size, height, number and proposed use of buildings.

      This may have been accomplished by referencing the Airport Master Plan, in-place at the time; however, there is little in the actual plan that meets this requirement. The Federal Aviation Administration (FAA) dictates the type, size, height and number of buildings at aviation facilities.

   c. The approximate number of dwelling units.

      It was acknowledged that no housing exists in the area.

   d. Such property as is intended for use as public parks, recreation areas, streets, public utilities and public improvements of any nature.

      This was not diagrammed.

3. If the redevelopment area contains low or moderate income housing, contain a neighborhood impact element which describes in detail the impact of the redevelopment upon the residents of the redevelopment area.

   It was acknowledged that no housing exists in the area.

4. Identify specifically any publicly funded capital projects to be undertaken within the CRA.

   The Plan provided minimum descriptions of projects and costs for improvements.

5. Contain adequate safeguards that the work of the redevelopment plan will be carried out pursuant to the plan**.**

   There was no statement of safeguards.

6. Provide for the retention of controls and the establishment of any restrictions or covenants running with the land sold or leased for private use for such periods of time and under such conditions as the governing body deems necessary to effectuate the purposes of this plan.

   There was no statement of control or restrictions.

7. Provide assurances that there will be replacement housing for the relocation of persons temporarily or permanently displaced from housing facilities within the CRA.

   It was acknowledged that there is no housing in the Airport CRA area.

8. Provide an element of residential use in the redevelopment area if such use exists in the area prior to the adoption of the plan.

   It was acknowledged that there is no housing in the Airport CRA area.

9. Contain a detailed statement of the projected costs of the redevelopment, including the amount to be expanded on publicly funded capital projects in the Community Redevelopment Area and any indebtedness of the Community Redevelopment Agency, the County or the Municipality proposed to be incurred for such redevelopment if such indebtedness is to be repaid with increment revenues.

   A "Total Local Share" of projects costs was included based on the existing Airport Master Plan. However, without having the Airport Master Plan as an Appendix to the CRA Plan, the share of funding for specific projects could not be determined. The reader would need to go to the City's Capital Improvement Plan to determine which airport projects would be using CRA tax increments.

10. Provide a time certain for completing all redevelopment financed by increment revenues. Such time certain shall occur no later than 30 years after the fiscal year in which the plan is approved, adopted, or amended pursuant to s. 163.361(1).

    A time certain was acknowledged – 20 years.

REDEVELOPMENT IMPLEMENTATION (AIRPORT MASTER PLAN)

The success or failure of a redevelopment plan hinges on the ability of the City to stimulate re-investment, to undertake public improvements, and to engender community support. Avon Park has taken the first steps by identifying needs, considering alternatives, proactively seeking grant funds, and preparing an updated Plan. The City's most important role in the process of redevelopment is as facilitator. Being the catalyst to stimulate both public and private participation is its biggest challenge.

The city has hired consultants to prepare the Airport Master Plan. The Master Plan becomes the basis for improvements to the facilities within the Airport CRA. Where appropriate, CRA tax increments are identified as a funding source. The Master Plan includes a schedule of improvements that will be retained by the CRA Plan. According to the Airport Master Plan:

Phasing

The schedule represents a prioritized Airport development plan to meet regulatory issues, forecast increases in aviation demand, and/or economic development initiatives. Projects that appear in the first phase are of greatest importance and have the least tolerance for delay. Additionally, some projects included in an early phase may be a prerequisite for other planned improvements in a later phase. The development phasing for AVO has been divided into three planning phases as follows:

Phase 1: Short-Term (0 to 5 years) – 2014 – 2018

Phase 2: Mid-Term (6 to 10 years) – 2019-2023

Phase 3: Long-term (11 to 20 years) – 2024-2033

Capital Improvement Program and Order of Magnitude Estimates

This section outlines the schedule of work for the proposed CIP and the order of magnitude estimates for each project included in the CIP for AVO over the next 20 years. A brief description of the projects has been included and special attention has been placed upon the first five years of the CIP. These projects have been identified as the most critical to the Airport in terms of correcting any substandard facilities, enhancing airport facilities and revenues, economic development and meeting forecast demand.

This section outlines the schedule of work for the proposed CIP and the order of magnitude estimates for each project included in the CIP for AVO over the next 20 years. A brief description of the projects has been included and special attention has been placed upon the first five years of the CIP. These projects have been identified as the most critical to the Airport in terms of correcting any substandard facilities, enhancing airport facilities and revenues, economic development and meeting forecast demand.

The estimated costs in current dollars (2015) are summarized in **Table 8.1**. This table is based upon current federal and state eligibility criteria only, and does not represent a commitment for funding by the respective funding sources. The local column depicts the Airport/City share of the costs, which may be shared with other entities (i.e., current and future tenants, third party developers, etc.) depending on the development and/or funding approach applied to each project. The full CIP and order of magnitude estimates for each project are presented in Tables 1-4 (**Tables 8-2** through **8-4 in Airport Master Plan)**.

Table 1. Airport Improvement Cost Estimates

Development Period	Total	Federal	State (FDOT)	Local (City)
Phase 1 - Short- Term (2014– 2018)	$ 5,463,000	$ 3,833,000	$ 1,380,000	$ 250,000
Phase 2 – Mid- Term (2019 – 2023)	$ 6,200,000	$ 3,040,000	$ 3,160,000	**$0
Phase 3 – Long-Term (2023 – 2032)	$ 6,200,000	$ 1,575,000	$ 4,625,000	**$0
Total Estimated Development Costs	***$ 17,863,000***	***$ 8,448,000***	***$ 9,165,000***	***$ 250,000***

Source: CDM Smith, 2015

Note: The funding amounts and project eligibility presented are based on 2014 FAA and FDOT guidelines but do not constitute approval, acceptance or a commitment of funding by the FAA or FDOT and should only be used for planning and budgeting purposes. **Under the State of Florida Rural Economic Development Initiative, Avon Park is eligible to request a waiver or reduction of project match requirements for funding. This is assumed for each FDOT project.

The Florida Department of Economic Opportunity (FDEO) offers several programs to facilitate development and redevelopment in rural communities such as Avon Park. The Rural Economic Development Assistance is one such program. More information can be found at the FDEO website: http://www.floridajobs.org/business-growth-and-partnerships/rural-and-economic-development-initiative/redi-message-from-the-governor/we-are-redi.

Table 2. Capital Improvement Program Phase 1 (2014 - 2018)

Year	Project Description and Title	Order of Magnitude Cost
2014	FEMA Master Drainage Pond Includes the construction of a large regional drainage pond designed and permitted based on FEMA requirements.	$ 1,000,000
2015	Fuel Farm Improvements The existing fuel farm was old, privately owned, and has been removed. A replacement is required.	$ 530,000
2015	Rehabilitate Runway 5-23 (Design & Construction) Includes the rehabilitation of Runway 5-23 as part of pavement maintenance program.	$ 1,677,000
2016	Extend Runway 5-23 Includes the design and construction to extend the 5 approach end of Runway 5-23 approximately 211'.	$ 656,000
2016	Install Emergency Backup Generator Includes the purchase and installation of an emergency backup generator for critical airport functions during disaster recovery.	$ 100,000
2017	Extend Taxiway 'F' Includes design and construction of an extension to Taxiway 'F' from the Runway 23 threshold to the Runway 28 threshold.	$ 750,000
2018	Construct T-Hangars Includes the design and construction of a new 14-unit T-hangar on the east side of the airfield.	$ 750,000
	Phase 1 Total:	**$ 5,463,000**

Source: CDM Smith, 2015

Table 3. Capital Improvement Program Phase 2 (2019 - 2023)

Year	Project Description and Title	Order of Magnitude
2019	Apron Expansion Includes the design and construction of the airport terminal/FBO apron to support new hangar construction.	$ 600,000
2020	New Parallel Taxiway & REILs For Runway 10-28 This project will design and construct a parallel taxiway to Runway 10-28 and install REILs on Runway 10-28.	$ 1,810,000
2021	Construct Corporate Hangar – North Side This project will construct a 100-foot by 100-foot corporate aircraft hangar on the north side of the airfield adjacent to State Road 64.	$ 750,000
2022	Rehabilitate Runway 10-28 This project will rehabilitate the asphalt pavement on Runway 10-28.	$ 2,000,000
2023	Rehabilitate Taxiway A This project will rehabilitate the asphalt pavement on Taxiway A.	$ 1,500,000
	Phase 2 Total:	**$ 6,200,000**

Source: CDM Smith, 2015

Table 4. Capital Improvement Program Phase 3 (2024 - 2033)

Year	Project Description and Title	Order of Magnitude
2024	Airport Service Road Rehabilitation Includes the design and construction for the rehabilitation of the existing airport service road on the east side of the airport	$ 450,000
2025	Rehabilitate Taxiway E This project will rehabilitate approximately 5,000 linear feet (35 foot wide) of Taxiway E asphalt pavement.	$ 1,750,000
2026	Construct Corporate Hangar – East Side This project will construct a 100-foot by 100-foot corporate aircraft hangar on the east side of the airfield.	$ 750,000
2027	Construct New T-Hangars and Taxilanes - East Side Includes the overlay/rehabilitation of Taxiway A as part of pavement maintenance program.	$ 750,000
2028	Construct Airport West Access Road This project will construct a 3,500 linear foot access road from State Road 64 to the airport property on the west side of the airport, to include sewer and water.	$ 2,500,000
	Phase 3 Total:	**$ 6,200,000**

Source: CDM Smith, 2015

IMPLEMENTATION

Management

The implementation of the Redevelopment Plan will require both human and financial resources. The City must assess its manpower needs and internal funding sources to help promote and market the area, review development plans and regulatory framework, leverage investment, assist small business owners and home owners, provide for special events and provide for the day-to-day management and review. There are two keys to appropriate management:

1. Responsibility for project administration.
2. Target funds for project implementation, creating marketing materials, new development codes, and public/private project review.

Funding Sources

A variety of funding sources should be considered:

1. Tax increments.
2. Special assessments.
3. Special revenue bonds.
4. Grants.
5. Fees and charges.

The Airport Master Plan

The Airport Master provides numerous funding strategies to implement the projects identified. While most involve state or federal grants, it is important to remember that as a redevelopment area, CRA tax increments can only be used for projects identified in the plan. Therefore, it is the intent of the CRA to incorporate projects identified in the Airport Master Plan as the projects eligible for tax increment use. The following is an excerpt from the Airport Master Plan:

> There are various funding sources and mechanisms available to an airport depending on the location and type of airport, management structure and policies of the airport/owner, type and magnitude of a project, and general operating characteristics of the airport and local community. Funding improvements at publicly-owned general aviation airports traditionally relies on FAA and FDOT grant programs to provide significant federal and/or state funding for airport improvements. These grant funds are typically combined with local funds generated by airport revenues and/or provided from other sources from the airport owner/sponsor. Private funding for development is also used, primarily to develop and/or upgrade tenant facilities. Such tenant facilities may include T-hangars, traditional hangars, FBOs, and

corporate facilities. The primary funding sources for operating expenses and capital improvements at AVO and GA airports in general include:

- Local/Airport sources (Airport fund contributions and operating revenue from fees, lease income, tax increments, etc.).
- State and federal grants (FDOT, FAA, CDBG and EDA).
- Public-private partnerships and/or third-party financing.
- Bonding and/or commercial paper mechanisms.

The following sections discuss these funding sources in greater detail and review when each source may be appropriate for use at AVO.

Local / Airport Funding

Of the sources listed previously, local Airport funds and airport operating revenues are typically the funding source that is used for the day-to-day operation and maintenance of the Airport and to meet certain requirements for any capital improvement projects. The remaining three sources listed are typically only associated with capital projects and expenditures for improvement or expansion of an airport, including pavement maintenance projects such as runway and taxiway overlays or rehabilitations. However, Airport funds are also used for the local "match", or share, of state and federal grants for capital projects.

The airport operating revenues at AVO have typically been collected through land/ground leases and building and T-hangar leases. These revenue sources are typical instruments that many GA airports utilize to generate operating revenue. Additional sources of operating revenue that are often implemented at GA airports include; fuel flowage fees, percentage of gross receipts, landing or user fees, and lease and sublease provisions to gain revenue from additional business activities.

Of these additional sources of local airport revenue, a few sources of operating revenue that AVO could implement is the implementation and use of additional lease provisions to ensure that revenue is collected from fuel flowage/sales and/or a percentage of gross commercial sales. Though these lease provisions may be difficult to implement in the short-term due to the term on existing leases, implementation of such provisions for new tenants when possible or through renegotiation of existing lease agreements upon renewal should be considered by the airport.

State and Federal Funding

Common funding sources that are typically used to fund capital expenditures at an Airport include state and federal grant programs. Though the state and federal grants are typically tied to specific project eligibility and often come with specific assurances for the continued operation of an airport, these funding sources are the primary mechanism for funding airport improvements at GA airports nationwide. This is largely due to the limited local funding requirements associated with state and federal grants. FAA funding through the Airport Improvement Program (AIP) can typically be obtained at airports like AVO for up to 90 percent of the project cost, with FDOT and the airport/owner sharing the remaining cost at 5 percent each.

FDOT aviation grants for projects that may not be eligible under the FAA AIP will fund eligible security projects up to 100 percent of the project cost and up to 80 percent of the total cost for other non-security non-revenue generating projects. Projects that are non-aviation related or revenue generating in nature (i.e. t-hangars, leasable development, etc.) are typically eligible for 50 percent of the total project cost. This allows airports in Florida to address critical safety, maintenance and development needs for often as little as 5 to 20 cents for each total project dollar spent on eligible projects. Because of this overall benefit to airports and limited requirement for local investment, FDOT and FAA grants are typically the most favorable mechanism to fund capital projects for the maintenance and improvement of airport facilities.

Other state and federal grants that can be used to fund specific airport projects include; community development block grants (CDBG) and economic development administration (EDA) grants. The CDBG is a federal program that provides funding for housing and community development. The objectives of the program are to benefit low- and moderate-income persons, prevent or eliminate slum or blight, and address urgent community development needs. The program consists of an Entitlement component (provides funds directly to urban areas) and a Small Cities component (provides funds to the states for distribution to rural areas). The program is an excellent opportunity for communities to obtain funds for projects that the community cannot otherwise afford and it provides a means to implement projects that local governments may not have staff to complete. Popular examples of community projects include:

- Rehabilitation and Preservation of Housing.
- Water and Sewer Improvements.
- Street Improvements.
- Economic Development Activities.
- Creating Jobs for Low and Moderate Income People.
- Downtown Revitalization.
- Parks and Recreation Projects.
- Drainage Improvements.

The EDA grants are a competitive federal grant process where "all projects are evaluated to determine if they advance global competitiveness, create jobs, leverage public and private resources, can demonstrate readiness and ability to use funds quickly and effectively and link to specific and measureable outcomes." Part of the EDA's mission is to promote innovation and competitiveness and prepare American regions for growth and success in the worldwide economy. EDA grants are given to state and local government, Indian tribes, Economic Development Districts, public and private non-profits, universities and other institutions of higher education to support the development and implementation of economic development strategies. The EDA has seven investment programs that include:

- Public Works & Economic Development.
- Economic Adjustment Assistance.
- Planning.
- Technical Assistance.
- Research & Evaluation.
- Trade Adjustment Assistance for Firms.
- Global Climate Change Mitigation Incentive Fund.

EDA grant funding priority is generally given to projects that support:

- Long-term, coordinated, and collaborative regional economic development approaches.
- Innovation and competitiveness.
- Entrepreneurship.
- Strategies and investments that connect regional economies with the worldwide marketplace.

Though the FDOT and FAA AIP grants are the typical and most commonly used state and federal funding sources for airports like AVO, consideration should be given to CDBG and EDA grants as a possible source for funding airport projects. The CDBG and EDA grants should especially be considered for projects that support regional collaboration and economic development.

Other Funding Sources

The remaining funding sources identified previously that can be used to fund capital projects at airports include the use of public-private partnerships, third party financing and bonding or commercial paper mechanisms. These funding sources are typically more complex and involve various considerations that may or may not make them appropriate for various airports and/or projects. Public-private partnerships and/or third party financing instruments are often used for specific projects when the airport would like to have increased control over a project/development but does not have, or is not willing to commit, the funds necessary to construct the project. The arrangements are often used for hangar and other similar projects that create a final product (e.g. building/facility) that the airport can then lease to the developer to manage as a whole or can be leased directly to individual tenants. In either case, such arrangements can often provide a viable tool for limiting the financial burden to the airport for development of a project while still increasing the potential lease revenue of the completed facility over that of a standard ground/land lease.

In addition to public-private partnerships and third party financing, airports sometimes use standard open market financing mechanisms such as bonding and/or commercial paper. These types of financing mechanisms are typically used on large airport projects and often by large reliever GA airports and commercial service airports. Since the level of risk and cost on these mechanisms is typically greater than that associated with the funding sources discussed previously, especially considering the financial markets we have witnessed in recent years, the anticipated return from or overall demand for the subject project must justify the use of these funding sources to the airport owner. Example projects that have been associated with such funding mechanisms include;

- Large scale strategic master plans for commercial service airports.
- Development of large (300-500 acre) airport business/commerce parks.
- Construction of new commercial terminal and/or cargo facilities.
- Construction of new airports.

Additionally, these funding sources are typically combined with many of the previously discussed sources and are often not the sole funding mechanism employed. This allows airport owners to manage the overall risk and cost of the subject development in order to maintain a reasonable anticipated return on investment and ensure future debt service costs associated with the development are manageable.

Neighborhood Impact Statement

The Community Redevelopment Area contains no low and moderate income housing. Florida statutes require community redevelopment plans to include details on the impact of redevelopment upon the residents of the redevelopment area and the surrounding areas in terms of relocation, traffic circulation, environmental quality, availability of community facilities and services and effect on school population.

A. Traffic Circulation

Suggested road and traffic improvements will be designed to enhance safety and increase convenience for the movement of vehicles to, within, and through the Redevelopment Area. The majority of work will accommodate airplane movements and ingress/egress to fixed-base operators.

B. Environmental Quality

The projects identified in the Airport CRA Plan and Airport Master Plan are intended to improve the environmental quality of the Redevelopment Area as redevelopment proceeds. Recommended improvements may include improvements to the placement of pipes underground for improvements to drainage, and an increase in the uses associated with fixed-base operations, in particular.

C. Community Facilities

CRA activities are anticipated to have a positive impact on the existing community facilities in the Redevelopment Area. There will be continuing improvement to all service systems (roads, drainage, and utilities). No increase in open space is anticipated by the Plan. The figure titled: Existing Land Uses in the CRA, show existing open spaces. The Community Redevelopment Plan does not include strategies for altering existing rights-of-way, other than those for the movement of aircraft.

D. Schools

There are no housing units within the CRA area, therefore, the local school system will not be affected.

E. Land Use and Zoning

The Plan anticipates minor changes to future land use and zoning code designations due to the inclusion of annexed land, which currently has no city designation but maintains its County designation.

Affordable Housing Statement

There are no housing units within the Airport CRA, therefore affordable housing will not be impacted.

TAX INCREMENT PROJECTIONS

Table 5. Tax Increment Projections 2015 - 2035

Tax Year	Year	Taxable Value	% Annual Change	Taxable Value Increment	Cumulative Tax Increment Since 2015	Millage Rate City*	Millage Rate County*	Total CRA Millage Rate*	Tax Increment	Statutory Increment %	CRA Tax Increment	Year-to-Year Change	% Change
2015	Base Year	4,587,676											
2016	Year 1	4,725,306	3%	$141,759	$141,759	0.3	8.25	8.55	1,212	95%	$1,151		
2017	Year 2	4,867,065	5%	$243,353	$385,112	0.3	8.25	8.55	2,081	95%	$1,977	$825	
2018	Year 3	5,013,077	5%	$250,654	$635,766	0.3	8.25	8.55	2,143	95%	$2,036	$59	3%
2019	Year 4	5,163,470	5%	$258,174	$893,940	0.3	8.25	8.55	2,207	95%	$2,097	$61	3%
2020	Year 5	5,318,374	5%	$265,919	$1,159,858	0.3	8.25	8.55	2,274	95%	$2,160	$63	3%
2021	Year 6	5,850,211	10%	$585,021	$1,744,880	0.3	8.25	8.55	5,002	95%	$4,752	$2,592	120%
2022	Year 7	6,435,233	10%	$643,523	$2,388,403	0.3	8.25	8.55	5,502	95%	$5,227	$475	10%
2023	Year 8	7,078,756	10%	$707,876	$3,096,278	0.3	8.25	8.55	6,052	95%	$5,750	$523	10%
2024	Year 9	7,786,631	10%	$778,663	$3,874,942	0.3	8.25	8.55	6,658	95%	$6,325	$575	10%
2025	Year 10	8,565,295	10%	$856,529	$4,731,471	0.5	8.25	8.75	7,495	95%	$7,120	$795	13%
2026	Year 11	9,164,865	7%	$641,541	$5,373,012	0.5	8.25	8.75	5,613	95%	$5,333	-$1,787	-25%
2027	Year 12	9,806,406	7%	$686,448	$6,059,460	0.5	8.25	8.75	6,006	95%	$5,706	$373	7%
2028	Year 13	10,492,854	7%	$734,500	$6,793,960	0.5	8.25	8.75	6,427	95%	$6,106	$399	7%
2029	Year 14	11,227,354	7%	$785,915	$7,579,875	0.5	8.25	8.75	6,877	95%	$6,533	$427	7%
2030	Year 15	12,013,269	7%	$840,929	$8,420,803	1	8.25	9.25	7,779	95%	$7,390	$857	13%
2031	Year 16	12,854,197	7%	$899,794	$9,320,597	1	8.25	9.25	8,323	95%	$7,907	$517	7%
2032	Year 17	14,139,617	10%	$1,413,962	$10,734,559	1	8.25	9.25	13,079	95%	$12,425	$4,518	57%
2033	Year 18	15,553,579	10%	$1,555,358	$12,289,917	1	8.25	9.25	14,387	95%	$13,668	$1,243	10%
2034	Year 19	17,108,937	10%	$1,710,894	$14,000,810	1	8.25	9.25	15,826	95%	$15,034	$1,367	10%
2035	Year 20	18,819,830	10%	$1,881,983	$15,882,794	1	8.25	9.25	17,408	95%	$16,538	$1,503	10%
								Cummulative Revenue			$135,233		

*Future millage rates contemplate a slight change in millage rates in years 10 and 15. Millage rate reductions may be unavoidable however, due to legislation dictating methods for approving millage rates that would increase property tax collections over the jurisdiction's collection in the previous fiscal year.

APPENDIX

Excerpts from the City of Avon Park Capital Improvement Plan

CITY OF AVON PARK

5 YEAR CAPITAL IMPROVEMENT PLAN PROPOSED

FY 2015-2016 THRU FY 2019-2020

AIRPORT:

2016-T-Hangar relocation for Design and Construction

Due to safety concerns, the FDOT is willing to provide up to $600,000, without a City Match, through a Joint Participation Agreement to relocate some older hangars which may be encroaching into normal airport operations.

2016-Drainage Airport Project

This project is funded by FEMA, and was started on 2014/2015, and is expected to extend into 2016. This project is constructed to provide the needed infrastructure to prevent flooding at the Airport. It will consist of retention ponds, pump station, and transmission piping. The projected cost should not exceed $750,000.

2016-Fuel Farm Design and Construction

The FDOT is willing to provide up to $600,000 to demolish an old hangar, and install a self-service fuel farm, this project is a continuation from 2014/2015.

2016-Rehabilitate Runway 5-23 (Phase 1 Design)

This project will provide for the design to rehab the existing asphalt on Runway 5-23. Airfield pavements typically have a life expectancy of approximately 15 years. By the year 2015, the Runway 5-23 pavement will be approaching its life expectancy. The design will identify the most cost effective method for rehabilitating the runway pavement. The projected cost of the design is $80,000.

2016-Rehabilitate Runway 5-23 (Phase II Construction)

Construction/Rehab of 5-23 will be funded by FAA $ 1,425,000 and FDOT $37,500 and Airport CRA $37,500. If RACEC/ REDI designation is allowed for this project, there would be no local match; however $37,000 of Airport CRA funds are being placed in budget in case RACEC matching waiver is not realized. Total project cost is $1.5M

2016-Service Road:

Service Road project (design and construction) is estimated at $300,000 and funded through FDOT.

2017- Parallel Taxiway to Runway 10-28 (Environmental Assessment):

An environmental assessment component is included in this project. State FDOT is funding $60,000 and a local amount is $15,000 unless the local is waived. Airport CRA funds of $15,000 are being placed in budget in case RACEC matching waiver is denied. Total cost for this project is $75,000.

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2018-Parallel Taxiway to Runway 10-28 (Phase 1 Design)

This Project will be funded from FAA at $150,000.

2019-Parallel Taxiway to Runway 10-28 (Phase II Construction)

This project Construction with funding from the FAA $1,710,000, State FDOT funding $45,000 and a Local match of CRA totaling $ 45,000 (Total project $1,800,000).

2019-Apron Expansion

The area between the terminal building and existing older hangars does not meet ideal safety concerns. This project would expand the apron to better allow aircraft flow on ground. This $600,000 project is FDOT funded at $480,000 and local match at $120,000. If RACEC/REDI Designation is allowed, the FDOT would pay all of the costs. Airport CRA funds are included in the budget in case the waiver is denied.

AIRPORT

Project Name	FY 2015-2016	FY 2016-2017	FY 2017-2018	FY 2018-2019	FY 2019-2020
Design & Construct T Hangars	600,000				
Airport Drainage	750,000				
Service Road (Design and Construct)	300,000				
Parallel Taxiway to Runway 10-28(Environmental Assessment)		75,000			
Parallel Taxiway to Runway 10-28 (Phase 1 Design)			150,000		
Parallel Taxiway to Runway 10-28 (Phase II Construction)				1,800,000	
Fuel Farm	600,000				
Runway 5-23 (Phase II const)	1,500,000				
Apron Expansion				600,000	
Runway 5-23 (Phase 1 Design)	80,000				
TOTAL PROJECTS	**$3,830,000**	**$75,000**	**$150,000**	**$2,400,000**	
REVENUE SOURCES	**2015-2016**	**2016-2017**	**2017-2018**	**2018-2019**	**2019-2010**
Federal (FAA)	1,501,000		150,000	1,710,000	
Federal (FEMA)	750,000				

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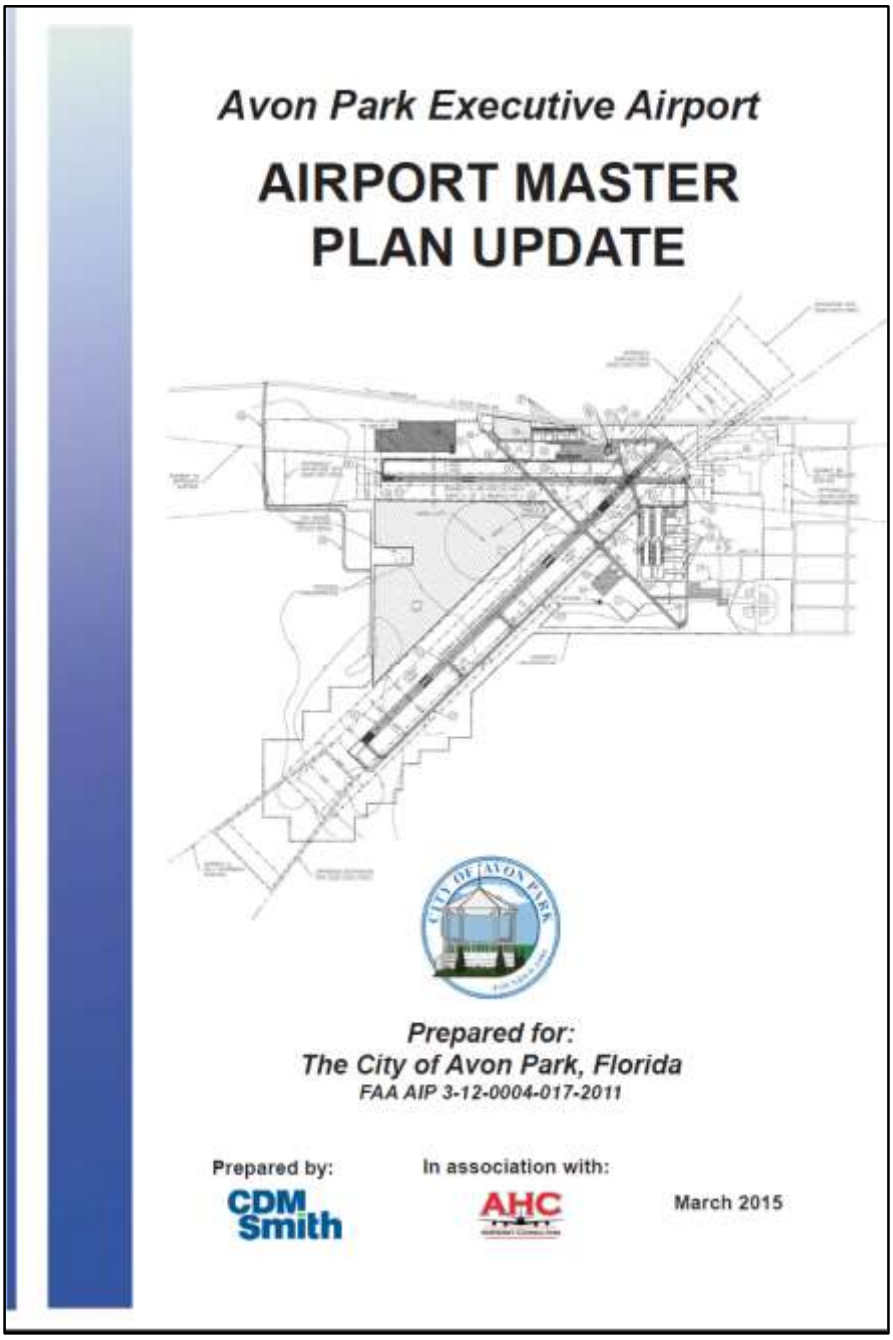
County Match					
State (FDOT)	1,541,500	60,000		525,000	
Infrastructure Loan					
State (SWFWMD)					
Highlands County					
Airport CRA Fund	37,500	15,000		165,000	
Airport Enterprise Fund					
Infrastructure Fund					
TOTAL REVENUES	**$3,830,000**	**$75,000**	**$150,000**	**$2,400,000**	

Incorporation of the Avon Park Airport Master Plan into the CRA Plan Update

The CRA Plan update, including projects and funding sources, relies heavily on the document below. It is hereby incorporated by reference, because of its length and technical nature. Upon adoption of the Airport Master Plan Update, any changes to plans or projects in the Airport Master Plan will be reflected, by reference, in the Airport CRA Plan Update, as well. A link to the Master Plan is: http://avonpark.cc/executive_airport.php


Avon Park Executive Airport

AIRPORT MASTER PLAN UPDATE

Prepared for:
The City of Avon Park, Florida
FAA AIP 3-12-0004-017-2011

Prepared by: CDM Smith

In association with: AHC

March 2015