

**The Florida Senate**  
**BILL ANALYSIS AND FISCAL IMPACT STATEMENT**

(This document is based on the provisions contained in the legislation as of the latest date listed below.)

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Prepared By: The Professional Staff of the Committee on Rules

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BILL: CS/SB 1258

INTRODUCER: Community Affairs Committee and Senators Diaz and Baxley

SUBJECT: Commercial Service Airports

DATE: February 24, 2020

REVISED: \_\_\_\_\_

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	ANALYST	STAFF DIRECTOR	REFERENCE	ACTION
1.	<u>Price</u>	<u>Miller</u>	<u>IS</u>	<b>Favorable</b>
2.	<u>Paglialonga</u>	<u>Ryon</u>	<u>CA</u>	<b>Fav/CS</b>
3.	<u>Price</u>	<u>Phelps</u>	<u>RC</u>	<b>Pre-meeting</b>

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**Please see Section IX. for Additional Information:**

COMMITTEE SUBSTITUTE - Substantial Changes

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**I. Summary:**

CS/SB 1258 requires the Auditor General to conduct an operational and financial audit of each large-hub commercial service airport in the state. The bill additionally requires each member of the governing body of such airports to comply with the full and public disclosure of financial interests set out in Article II, section 8 of the State Constitution, if not already required to do so for another public office.

The bill also requires the governing body of each commercial service airport to establish and maintain a website to post specified information relating to the operation of the airport, and subjects such airports to certain requirements of ch. 287, F.S., relating to procurement. After an opportunity for public comment, a governing body must approve, award, or ratify as a separate line item on its agenda each contract executed by or on behalf of a commercial service airport in amounts exceeding a threshold of \$325,000. Approval of such contracts as part of a consent agenda is prohibited. Contracts and contract amendments for the purchase of commodities or services in excess of \$100,000, must utilize a competitive sealed bid process (unless a certain exception applies) and must be posted (with confidential information redacted) on the airport website.

Members of a governing body and employees of a commercial service airport are subjected to part II of Ch. 112, F.S., relating to the Code of Ethics for Public Officers and Employees, and must comply with the requirements for full and public disclosure of financial interests set out in section 8, Article II of the State Constitution. The bill also imposes on each member of a

governing body certain annual ethics training requirements but exempts members that have completed the training for another public office.

Beginning November 1, 2021, and each November 1 thereafter, the bill requires each commercial service airport to submit specified information to the Florida Department of Transportation (FDOT). The FDOT is required to review the information submitted by such airports and posted on the required websites to determine the accuracy of the information. Beginning January 15, 2022, and each January 15 thereafter, the FDOT must submit to the Governor, the Senate President, and the Speaker of the House of Representatives a report summarizing commercial service airport compliance with the bill's provisions. The FDOT is prohibited from expending any funds allocated to a commercial service airport, unless pledged for debt service until such airport demonstrates its compliance.

The bill appears to have no impact on state or local revenues. The fiscal impact on state and local expenditures is indeterminate. See the Fiscal Impact Statement for details.

The bill takes effect on October 1, 2020.

## II. Present Situation:

Twenty commercial service airports and 109 general aviation airports,<sup>1</sup> as well as hundreds of small private airports, currently operate in Florida. Commercial service airports are publicly-owned airports having at least 2,500 passenger boardings each year and receiving scheduled passenger service. General aviation airports are airports that do not have scheduled service or have less than 2,500 passenger boardings each year.<sup>2</sup>

Commercial service airports operating in this state vary in size from large-hub airports,<sup>3</sup> with over 20 million annual passenger boardings, to small municipal airports with approximately 10,000 annual passenger boardings.<sup>4</sup> Commercial service airports in Florida support approximately 1.1 million jobs have a total annual payroll of approximately \$47.3 billion, and a total annual economic impact of approximately \$144 billion.<sup>5</sup>

### *Airport Oversight*

The Federal Aviation Administration (FAA) is responsible for planning and developing a safe and efficient national airport system, including all programs related to airport safety and inspections and standards for airport design, construction, and operation. Federal law requires each commercial service airport to operate under a federal certificate and comply with federal

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<sup>1</sup> Florida Department of Transportation, *Florida Aviation System Plan Introduction*, available at: <https://www.fdot.gov/aviation/FASP2035> (last visited January 22, 2020).

<sup>2</sup> 49 U.S.C. s. 47102.

<sup>3</sup> A subsection of commercial airports are large-hub airports. Large-hub airports are commercial service airports that have at least 1 percent of the passenger boardings in the United States.

<sup>4</sup> See FAA, Commercial Service Airports, Rank Order based on calendar year 2018, December 20, 2019, available at: [https://www.faa.gov/airports/planning\\_capacity/passenger\\_allcargo\\_stats/passenger/media/cy18-commercial-service-enplanements.pdf](https://www.faa.gov/airports/planning_capacity/passenger_allcargo_stats/passenger/media/cy18-commercial-service-enplanements.pdf) (last visited January 22, 2020).

<sup>5</sup> Florida Department of Transportation, *Florida Statewide Aviation Economic Impact Study*, March 2019, Executive Summary at p. 7, available at: <https://www.fdot.gov/aviation/economicimpact.shtm> (last visited January 22, 2020).

aviation requirements. The FAA is responsible for national airport planning and environmental and social requirements and establishes policies related to airport rates and charges, compliance with grant assurances, and airport privatization.<sup>6</sup>

In Florida, the FDOT is responsible for planning airport systems and overseeing the public airport system.<sup>7</sup> The owner or lessee of a proposed public airport<sup>8</sup> must receive FDOT approval before site acquisition, construction, or establishment of a public airport facility.<sup>9</sup> The FDOT is also responsible for licensing public airport facilities before the operation of aircraft to or from the facility and must inspect such facilities prior to licensing or license renewal.<sup>10</sup> Current law authorizes local governments to establish and operate airports<sup>11</sup> and governs airport zoning and land use issues.<sup>12</sup>

Neither state nor federal law establishes requirements for airport governance or ownership. As such, Florida airports operate under either a government department model (where the airport operates as a department of the local government) or an airport authority model (where the airport authority is created as either an independent or a dependent special district). Airport operation and administration is generally governed as part of the local government or special district that owns the airport.

### ***Commercial Service Airports in Florida***

As defined in 49 U.S.C. § 47102(7), a “commercial service airport means a public airport in a State that the Secretary determines has at least 2,500 passenger boardings each year and is receiving scheduled passenger aircraft service.” For the calendar year 2018, the FAA classified 519 airports as commercial service airports. Out of these airports, 19 are located in Florida.<sup>13</sup> The locations of these airports include Orlando, Miami, Fort Lauderdale, Tampa, West Palm Beach, Jacksonville, Sanford, Clearwater, Pensacola, Punta Gorda, Sarasota, Valparaiso, Panama City, Key West, Tallahassee, Daytona Beach, Melbourne, Gainesville, and Vero Beach.<sup>14</sup>

### ***Large-hub Airports in Florida***

The FAA provides that large-hub commercial airports are airports that facilitate 1 percent or more of the total annual passenger boardings in the U.S.<sup>15</sup> The Florida airports that currently

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<sup>6</sup> See the FAA website, *Airports*, available at: [https://www.faa.gov/about/office\\_org/headquarters\\_offices/arp/](https://www.faa.gov/about/office_org/headquarters_offices/arp/) (last visited January 22, 2020).

<sup>7</sup> Section 332.001, F.S.

<sup>8</sup> Section 330.27(6), F.S. For purposes of FDOT approval and licensure, the term “public airport” means a publicly or privately owned airport for public use.

<sup>9</sup> Section 330.30(1), F.S.

<sup>10</sup> Section 330.30(2), F.S.

<sup>11</sup> See ch. 332, F.S.

<sup>12</sup> See ch. 333, F.S.

<sup>13</sup> FAA Airport, Commercial Service Airport (Rank Order) based on Calendar Year 2018 (December 20, 2019), available at: [https://www.faa.gov/airports/planning\\_capacity/passenger\\_allcargo\\_stats/passenger/media/cy18-commercial-service-enplanements.pdf](https://www.faa.gov/airports/planning_capacity/passenger_allcargo_stats/passenger/media/cy18-commercial-service-enplanements.pdf) (last visited February 18, 2020).

<sup>14</sup> *Id.*

<sup>15</sup> See Federal Aviation Administration, *Airport Categories*, available at: [https://www.faa.gov/airports/planning\\_capacity/passenger\\_allcargo\\_stats/categories/](https://www.faa.gov/airports/planning_capacity/passenger_allcargo_stats/categories/) (last visited February 14, 2020).

meet the criteria to be a large-hub airport are Orlando, Miami, Fort Lauderdale, and Tampa.<sup>16</sup> The table below portrays relevant information about these airports.

Airport	2018 Enplanements (passengers boarded) <sup>17</sup>	2018 Total Revenue	2018 Total Expenditures	End of 2018 Net Position
Orlando <sup>18</sup>	23,184,634	\$743,147,000	\$564,540,000	\$2,528,297,000
Miami <sup>19</sup>	21,025,210	\$920,968,000	\$997,026,000	\$1,228,566,000
Fort Lauderdale <sup>20</sup>	17,613,957	\$374,997,000	\$262,886,000	\$1,516,000,000
Tampa <sup>21</sup>	10,369,622	\$373,071,000	\$196,827,000	\$1,123,305,599

**FDOT Airport Funding**

The FDOT’s work program identifies aviation development projects and discretionary capacity improvement projects. To the maximum extent possible, the FDOT’s work program must remain consistent with the Florida Aviation System Plan and any approved and applicable local government comprehensive plans. The FDOT’s work program also includes any project with funds administered by the FDOT but undertaken and implemented by the airport operator. The FDOT’s aviation program assists airports in the areas of access, economic enhancement, development, improvement, and land acquisition in the way of matching funds. These matching funds assist local governments and airport authorities in planning, designing, purchasing, constructing, and maintaining public use aviation facilities.<sup>22</sup>

For commercial service airports, FDOT may provide up to 50 percent of the non-federal share if federal funding is available and up to 50 percent of the total project costs if federal funding is not available.<sup>23</sup> For Fiscal Year 2019-2020, FDOT was appropriated \$266 million from the State Transportation Trust Fund for Aviation Development Grants,<sup>24</sup> available to both commercial service airports and general aviation airports.<sup>25</sup>

<sup>16</sup> See Federal Aviation Administration, Commercial Service (Rank Order) 2018, available at: [https://www.faa.gov/airports/planning\\_capacity/passenger\\_allcargo\\_stats/passenger/media/preliminary-cy18-commercial-service-enplanements.pdf](https://www.faa.gov/airports/planning_capacity/passenger_allcargo_stats/passenger/media/preliminary-cy18-commercial-service-enplanements.pdf) (last visited February 14, 2020).

<sup>17</sup> *Id.*

<sup>18</sup> See Greater Orlando Aviation Authority, Comprehensive Annual Financial Report 2018, available at: [https://flauditor.gov/pages/specialdistricts\\_efile%20rpts/2018%20greater%20orlando%20aviation%20authority.pdf](https://flauditor.gov/pages/specialdistricts_efile%20rpts/2018%20greater%20orlando%20aviation%20authority.pdf) (last visited February 14, 2020).

<sup>19</sup> See Miami-Dade Aviation Department, Comprehensive Annual Financial Report 2018, available at: <http://www.miami-airport.com/library/pdfdoc/Finance/Miami-Dade%20Aviation%20Department%209-30-18%20ISSUED%20CAFR.pdf> (last visited February 14, 2020).

<sup>20</sup> See Broward County Aviation Department, Financial Statements 2018, available at: <https://www.broward.org/Airport/Business/about/Documents/FLLfy18financialstatements.pdf> (last visited February 14, 2020).

<sup>21</sup> See Hillsborough County Aviation Authority, Financial Statements 2018, available at: [https://flauditor.gov/pages/specialdistricts\\_efile%20rpts/2018%20hillsborough%20county%20aviation%20authority.pdf](https://flauditor.gov/pages/specialdistricts_efile%20rpts/2018%20hillsborough%20county%20aviation%20authority.pdf) (last visited February 14, 2020).

<sup>22</sup> Section 332.007(2), F.S.

<sup>23</sup> FDOT website available at <https://www.fdot.gov/aviation/workProgram.shtm> (last visited January 22, 2020).

<sup>24</sup> Chapter 2019-115, L.O.F., Specific Appropriation 1940.

<sup>25</sup> FDOT Fiscal Year 2020 Aviation Work Program available at <https://fdotewp1.dot.state.fl.us/fmsupportapps/workprogram/Support/WPItemRept.ASPX?RF=WP&CT=I&FY=TRUE|FALSE|FALSE|FALSE|FALSE&RP=ITEM> (last visited January 22, 2020).

### ***FAA Airport Funding***

Along with state funding, airports receive federal grants administered by the FAA. The main grant program for federal funds is the Airport Improvement Program (AIP). The AIP provides grants to public agencies — and, in some cases, to private owners and entities — for the planning and development of public-use airports.

Eligible AIP projects include airport improvements related to enhancing airport safety, capacity, security, and environmental concerns. In general, airports may receive AIP funds for most airfield capital improvements or rehabilitation projects and, in some specific situations, for terminals, hangars, and nonaviation development. Certain professional services that are necessary for eligible projects (such as planning, surveying, and design) can also be eligible. The FAA must be able to determine that the projects are justified based on civil aeronautical demand. The projects must also meet federal environmental and procurement requirements. Airports typically record grant funds for the acquisition or construction of capital assets as capital contributions in financial statements.<sup>26</sup>

Airports accepting FAA grants are required to be audited following the provisions of the Single Audit Act of 1984 and certain requirements of the Title 2 U.S. Code of Federal Regulations Part 200 Uniform Administrative Requirements, Cost Principles, and Audit Requirements. Information related to the audit, including the schedule of expenditures of federal awards, schedule of findings, questioned costs, and the reports of an independent auditor, must be reported to the FAA under a separate cover to comply with grant conditions.<sup>27</sup>

For fiscal year 2018, the total amount of federal FAA funding appropriated to Florida airports through the AIP amounted to \$203,472,903.<sup>28</sup> As for Florida's large-hub airports (excluding Miami-Dade, which is not indicated as receiving AIP funds) in 2019, the FAA denotes the following AIP fund amounts for the stated purposes:<sup>29</sup>

- Fort Lauderdale/Hollywood International: \$24,716,313 to rehabilitate runway;
- Fort Lauderdale/Hollywood International: \$20,000,000 to extend runway;
- Orlando International: \$21,328,633 to rehabilitate runway;
- Tampa International: \$6,305,125 to install security equipment; and
- Tampa International: \$502,014 to conduct a noise compatibility plan study.

### ***Auditor General***

The position of the Auditor General is established by Article III, section 2 of the State Constitution.<sup>30</sup> The Auditor General is appointed to office to serve at the pleasure of the

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<sup>26</sup> Federal Aviation Administration, *Overview: What is AIP?* available at: <https://www.faa.gov/airports/aip/overview/> (last visited February 19, 2020).

<sup>27</sup> Federal Aviation Administration, *Grant Assurances (Obligations)*, available at: [https://www.faa.gov/airports/aip/grant\\_assurances/](https://www.faa.gov/airports/aip/grant_assurances/) (last visited February 18, 2020).

<sup>28</sup> Federal Aviation Administration, *FY 2018 Regular AIP and Supplemental Funding by State* (January 17, 2019), available at: [https://www.faa.gov/airports/aip/aip\\_supplemental\\_appropriation/media/FY-2018-Regular-AIP-and-Supplemental-Funding-by-State.pdf](https://www.faa.gov/airports/aip/aip_supplemental_appropriation/media/FY-2018-Regular-AIP-and-Supplemental-Funding-by-State.pdf) (last visited February 18, 2020).

<sup>29</sup> Federal Aviation Administration, *Office of Airports, FY 2019 AIP Grants Awarded*, available at: [https://www.faa.gov/airports/aip/grant\\_histories/media/FY2019-AIP-grants.pdf](https://www.faa.gov/airports/aip/grant_histories/media/FY2019-AIP-grants.pdf) (last visited February 18, 2020).

<sup>30</sup> Art. III, s. 2, FLA. CONST.

Legislature, by a majority vote of the members of the Joint Legislative Auditing Committee, subject to confirmation by both houses of the Legislature.<sup>31</sup> The Auditor General must conduct audits, examinations, or reviews of government programs as well as audit the accounts of state agencies, state universities, state colleges, district school boards, and others as directed by the Joint Legislative Auditing Committee.<sup>32</sup> The Auditor General conducts operational and performance audits on public records and information technology systems and reviews all audit reports of local governmental entities, charter schools, and charter technical career centers.<sup>33</sup>

A financial audit is an examination of financial statements to express an opinion on the fairness with which they are presented in conformity with generally accepted accounting principles and an examination to determine whether operations are properly conducted under legal and regulatory requirements.<sup>34</sup> The purpose of an operational audit is to evaluate management's performance in establishing and maintaining internal controls, including controls designed to prevent and detect fraud, waste, and abuse, and in administering assigned responsibilities following applicable laws, administrative rules, contracts, grant agreements, and other guidelines.<sup>35</sup>

In 2017, the Auditor General conducted an operational audit of the Hillsborough County Aviation Authority to review Tampa International Airport's 2012 Master Plan Capital Project.<sup>36</sup> Among the audit report findings, the Auditor General found that the Authority failed to meet several state laws, procurement policies, and budgeting requirements.<sup>37</sup>

More recently, at its meeting on December 12, 2019, the Joint Legislative Auditing Committee directed the Auditor General to perform a targeted operational audit of the Greater Orlando Aviation Authority.<sup>38</sup> However, the Auditor General has not conducted financial and operational audits of an entire airport's operation.<sup>39</sup>

### ***Financial Disclosure***

Florida ethics laws provide for two tiers of financial disclosure for public officers, candidates for public office, and certain public employees: full and public disclosure of financial interests (Form 6) and a statement of financial interests (Form 1).<sup>40</sup> The Florida Commission on Ethics oversees the financial disclosure filing process with the assistance of local qualifying officers.

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<sup>31</sup> Section 11.42(2), F.S.

<sup>32</sup> Section 11.45(2)(d)-(f), F.S.

<sup>33</sup> Section 11.45(7)(b), F.S.

<sup>34</sup> Section 11.45(1)(d), F.S.

<sup>35</sup> Section 11.45(1)(i), F.S.

<sup>36</sup> Chapter 2017-70, L.O.F. This audit was provided for in proviso language to Specific Appropriation 1862 in the 2017 General Appropriations Act.

<sup>37</sup> Florida Auditor General Operational Audit, Hillsborough County Aviation Authority Report No. 2018-080 (December 2017), available at: [https://flauditor.gov/pages/pdf\\_files/2018-080.pdf](https://flauditor.gov/pages/pdf_files/2018-080.pdf) (last visited February 18, 2020).

<sup>38</sup> Joint Legislative Auditing Committee, Meeting Summary, December 12, 2019, available at: <http://www.leg.state.fl.us/Data/Committees/Joint/JCLA/MeetingSummaries/121219.pdf> (last visited January 22, 2020).

<sup>39</sup> E-mail from Bruce Jeroslow, General Counsel, Florida Auditor General, to House committee staff, relating to HB 915, January 6, 2020 (on file in the Senate Infrastructure and Security Committee).

<sup>40</sup> Sections 112.3144 and 112.3145, F.S.

Article 2, section 8(a) of the State Constitution requires all elected constitutional officers and candidates for such offices and, as may be determined by law, other public officers, candidates, and employees to file a Form 6. Additionally, members of certain expressway authorities, transportation authorities, bridge authorities, toll authorities, or expressway agencies are required to comply with these financial disclosure requirements.<sup>41</sup> Form 6 requires the filer to disclose his or her net worth and identify each asset and liability in excess of \$1,000 and its value together with either a copy of the person's most recent federal income tax return or a sworn statement identifying each separate source and amount of income exceeding \$1,000.

Form 1 requires less detail than Form 6 and is filed by certain state and local officers not subject to the full and public disclosure of financial interests, including local officers<sup>42</sup> and specified state employees. Form 1 requires filers to disclose their primary sources of income (other than from their public position), secondary sources of income (in certain circumstances), real property in Florida (other than a residence or vacation home in Florida), intangible personal property, liabilities, and interests in specified businesses.<sup>43</sup>

### ***State Procurement***

Chapter 287, F.S., provides statutory requirements for the procurement of goods and services by the state. The Legislature recognizes that fair and open competition is a basic tenet of public procurement. It is essential to the effective and ethical procurement of commodities and contractual services that there be a system of uniform procedures utilized by state agencies in managing and procuring commodities and contractual services, that detailed justification of agency decisions in the procurement of commodities and contractual services be maintained, and that adherence by the agency and the vendor to specific ethical considerations be required.<sup>44</sup>

Depending on the cost and characteristics of the needed goods or services, agencies may utilize a variety of procurement methods, which include:<sup>45</sup>

- Single source contracts, which are used when an agency determines that only one vendor is available to provide a commodity or service at the time of purchase;
- Invitations to bid, which are used when an agency determines that standard services or goods will meet needs, wide competition is available, and the vendor's experience will not greatly influence the agency's results;
- Requests for proposal, which are used when the procurement requirements allow for consideration of various solutions and the agency believes more than two or three vendors exist who can provide the required goods or services; and
- Invitations to negotiate, which are used when negotiations are determined to be necessary to obtain the best value and involve a request for highly complex, customized, mission-critical services.

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<sup>41</sup> Section 112.3144(1)(b), F.S.

<sup>42</sup> Section 112.3145(1)(a), F.S., defines the term "local officer" to include every person who is elected to office in any political subdivision of the state, and every person who is appointed to fill a vacancy for an unexpired term in such an elective office and any appointed member of any of the following boards, councils, commissions, authorities, or other bodies of any county, municipality, school district, independent special district, or other political subdivision of the state.

<sup>43</sup> Section 112.3145(3), F.S.

<sup>44</sup> Section 287.001, F.S.

<sup>45</sup> See ss. 287.012(6) and 287.057, F.S.

Florida establishes five categories of purchase thresholds and requires entities to follow certain conditions when funds are expended in these amounts. The categories and amounts are:<sup>46</sup>

- CATEGORY ONE: \$20,000.
- CATEGORY TWO: \$35,000.
- CATEGORY THREE: \$65,000.
- CATEGORY FOUR: \$195,000.
- CATEGORY FIVE: \$325,000.

For contracts for commodities or services in excess of \$35,000 (CATEGORY TWO), state agencies must utilize a competitive solicitation process,<sup>47</sup> however, certain contractual services and commodities are exempt from this requirement.<sup>48</sup>

### ***Federal Procurement***

Similar to state procurement, the federal government requires entities expending public funds to abide by certain administrative, procedural, contractual conditions. Procurements made under the Airport Improvement Program must adhere to the provisions outlined in 2 C.F.R. § 200.317-200.326.<sup>49</sup> This federal regulation provides for uniform standards an airport must apply to their procurement actions to maintain eligibility for grant funding under the AIP. Federal regulations encompass procurements for construction development, equipment acquisition, and selection of professional services (e.g., engineering and planning consultants).

### ***Code of Ethics for Public Officers and Employees***

Part III of ch. 112, F.S., contains the Code of Ethics for Public Officers and Employees. The code intends to ensure that public officials conduct themselves independently and impartially, not using their offices for private gain other than compensation provided by law.<sup>50</sup> Included in the code are provisions relating to doing business with one's agency,<sup>51</sup> conflicting employment or contractual relationships,<sup>52</sup> post-employment restrictions,<sup>53</sup> and requirements for ethics training for specified constitutional officers and elected municipal officers and commissioners.<sup>54</sup>

## **III. Effect of Proposed Changes:**

The bill provides for additional transparency and accountability of commercial service airports.

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<sup>46</sup> Section 287.017, F.S.

<sup>47</sup> Section 287.057(1), F.S., requires all projects that exceed the Category Two (\$35,000) threshold contained in s. 287.017, F.S., to be competitively bid.

<sup>48</sup> See s. 287.057(3), F.S.

<sup>49</sup> Federal Aviation Administration, *Procurement and Contracting Under AIP*, available at: <https://www.faa.gov/airports/aip/procurement/> (last visited February 18, 2020).

<sup>50</sup> Florida Commission on Ethics, *Guide to the Sunshine Amendment and the Code of Ethics for Public Employees*. 2019, p.1., available at: <http://www.ethics.state.fl.us/Documents/Publications/GuideBookletInternet.pdf?cp=20191213> (last visited January 22, 2020).

<sup>51</sup> Section 112.313(3), F.S.

<sup>52</sup> Section 112.313(7), F.S.

<sup>53</sup> Section 112.313(9), F.S.

<sup>54</sup> Section 112.313(9), F.S.



**Section 1** amends s. 11.45(2)(m), F.S., requiring the Auditor General, at least once every 7 years, to conduct an operational and financial audit of each large-hub commercial service airport. The bill defines the term “large-hub commercial service airport” for purposes of paragraph (m) to mean a publicly owned airport that has at least one percent of the annual passenger boardings in the United States as reported by the FAA.

**Section 2** amends s. 112.3144(1)(c), F.S., requiring each member of the governing body of a large-hub commercial service airport to comply with the applicable financial disclosure requirements of Art. II, s. 8 of the State Constitution. For purposes of paragraph (c), the bill defines the term “large-hub commercial service airport” to mean a publicly owned airport that has at least 1 percent of the annual passenger boardings in the United States as reported by the FAA.

Based on the definitions in the bill, there are 19 commercial service airports in Florida, four of which are large-hub commercial service airports (Orlando, Miami, Fort Lauderdale, and Tampa International). The Auditor General would be required to conduct a financial and operational audit of these four airports at least once every 7 years.

Each member of the governing body of a large-hub commercial service airport would be required to comply with the full and public disclosure of their financial interests set out in Art. II, s. 8 of the State Constitution (Form 6). Because the Miami and Fort Lauderdale airports are operated by Miami-Dade and Broward counties, respectively, in which county commissioners are already subject to the constitutional financial disclosure requirements (Form 6), this provision only impacts the governing bodies of the Orlando and Tampa airports, which are governed as independent special districts.

**Section 3** creates s. 332.0075, F.S., entitled *Commercial service airports; transparency and accountability; penalty*, providing the following definitions for purposes of the new section:

- “Commercial service airport” means a primary airport, as defined in 49 U.S.C. s. 47102, that is classified as a large, medium, small – hub airport by the FAA.
- “Department” means the Department of Transportation.
- “Governing body” means the governing body of the municipality, county, or special district that operates a commercial service airport.

The bill requires the governing body of each commercial service airport to establish and maintain a website to post information relating to the operation of such airport, including:

- All published notices of meetings and published meeting agendas for the governing body.
- The official minutes of each meeting of the governing body, which must be posted within three business days after the date of the meeting in which the minutes are approved.
- The approved budget for the commercial service airport for the current fiscal year, which must be posted on the website, which must be posted within seven days after the date of adoption. Budgets must remain on the website for two years after the conclusion of the fiscal year in which they were adopted.
- All commercial service airport planning documents and all financial and statistical reports submitted to the FAA, which must be posted upon submission.
- The airport master plan for the commercial service airport on the FAA’s website.

- Any contract or contract amendment executed by or on behalf of the airport in excess of \$100,000, which must be posted on the website no later than 7 business days before the governing body votes to approve the contract or amendment.
- Position and rate information for each employee, including, at a minimum, the employee's position title, position description, and annual or hourly salary.

The bill provides that commercial service airports are subject to the requirements of ch. 287, F.S., relating to the procurement of personal property and services, notwithstanding any other law. Under the bill, commodity and service contracts in excess of \$100,000 must be executed following a competitive sealed bid process. However, the bill states that commercial service airports are allowed to enact or adopt criteria, standards, preferences, or policies to promote small and locally owned businesses in the competitive bid solicitations process, and also provides that commercial service airports can impose contractual provisions necessary to address local economic conditions or local regulatory requirements. Furthermore, the bill state that the requirements of ch. 287, F.S., may be avoided when certain exemptions apply.

All contracts executed by or on behalf of the commercial service airport in excess of \$325,000<sup>55</sup> must be approved, awarded, or ratified by the governing body of the airport as a separate line item on the agenda after providing a reasonable opportunity for public comment. The bill prohibits approving such contracts as part of a consent agenda.

The bill reiterates that members of the governing body and employees of a commercial service airport are subject to the Code of Ethics for Public Officers and Employees.<sup>56</sup>

Beginning January 1, 2021, each member of a governing body of a commercial service airport will be required to complete four hours of ethics training each calendar year, which addresses, at a minimum, Art. II, s. 8 of the State Constitution, relating to ethics in government; the Code of Ethics for Public Officers and Employees; and the public records and public meetings laws. This requirement may be satisfied by the completion of a continuing legal education class or other continuing professional education class, seminar, or presentation if the class covers the required subject material.<sup>57</sup> Airport governing body members that have completed this training for another public office are exempt from this requirement.

Beginning November 1, 2021, and each November 1 thereafter, the bill requires each commercial service airport to submit to the FDOT the following information:

- Its approved budget for the current fiscal year.
- Any financial reports submitted to the FAA during the previous calendar year.
- A link to the website for the commercial service airport.
- A statement that the commercial service airport has complied with part III of chapter 112, F.S., relating to the Code of Ethics for Public Officers and Employees; chapter 287, F.S., relating to procurement; and the statutory provisions created in the bill. This statement must be verified as provided in s. 92.525, F.S.

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<sup>55</sup> This is the CATEGORY FIVE purchasing threshold in s. 287.017, F.S.

<sup>56</sup> Part III of chapter 112, F.S.

<sup>57</sup> This requirement is identical to the ethics training required for constitutional officers, elected municipal officers, and commissioners of community redevelopment agencies contained in s. 112.3142(2), F.S.

The FDOT is required to review the submitted and website-posted information to determine the information's accuracy. Beginning January 15, 2022, and each January 15 thereafter, the FDOT is required to submit to the Governor, the President of the Senate, and the Speaker of the House of Representatives a report summarizing commercial service airport compliance with these provisions. The bill prohibits the FDOT from expending any funds allocated to a commercial service airport as contained in the FDOT's adopted work program unless pledged for debt service until the airport demonstrates its compliance.

**Section 4** provides that the bill takes effect on October 1, 2020.

#### **IV. Constitutional Issues:**

##### **A. Municipality/County Mandates Restrictions:**

Section 18(a), Article VII, of the Florida Constitution, provides that no county or municipality shall be bound by any general law requiring such county or municipality to spend funds or to take action requiring the expenditure of funds unless the legislature has determined that such law fulfills an important state interest and unless certain exemptions or exceptions are met. Article VII, section 18(d) of the Florida Constitution provides laws adopted to require funding of pension benefits existing on the effective date of this section, criminal laws, election laws, the general appropriations act, special appropriations acts, laws reauthorizing but not expanding then-existing statutory authority, *laws having insignificant fiscal impact*,<sup>58</sup> and laws creating, modifying, or repealing noncriminal infractions, are exempt from the requirements of this section. For Fiscal Year 2020-2021, an insignificant impact is forecast at slightly over \$2.1 million.<sup>59</sup>

The county/municipality mandate provision in Art. VII, s. 18 of the State Constitution may apply to the bill's requirements when the commercial service airport is a government department model (where the airport operates as a department of the local government) or possibly an airport authority model (for dependent special districts<sup>60</sup>). The insignificant impact exemption may apply if the cost of compliance with the bill's provisions does not exceed \$2.1 million in the aggregate.

The fiscal impact of the bill to local governments is indeterminate.

##### **B. Public Records/Open Meetings Issues:**

None.

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<sup>58</sup> An insignificant fiscal impact is the amount not greater than the average statewide population for the applicable fiscal year times \$0.10. See Florida Senate Committee on Community Affairs, Interim Report 2012-115: Insignificant Impact, (Sept. 2011), available at <http://www.flsenate.gov/PublishedContent/Session/2012/InterimReports/2012-115ca.pdf> (last visited January 22, 2020).

<sup>59</sup> Based on the Florida Demographic Estimating Conference's December 3, 2019, population forecast for 2020 of 21,555,986. The conference packet is available at <http://edr.state.fl.us/Content/conferences/population/ConferenceResults.pdf> (last visited January 22, 2020).

<sup>60</sup> For example, a "dependent special district" can mean a special district in which the membership of its governing body is identical to that of the governing body of a single county. See s. 189.012(2), F.S.

C. Trust Funds Restrictions:

None.

D. State Tax or Fee Increases:

None.

E. Other Constitutional Issues:

None identified.

**V. Fiscal Impact Statement:**

A. Tax/Fee Issues:

None.

B. Private Sector Impact:

None.

C. Government Sector Impact:

The bill has no apparent fiscal impact on state or local government revenues.

Local government entities operating commercial service airports may incur expenditures associated with compliance with the provisions of the bill; however, the amount of these expenditures would vary from airport to airport based on how the bill's requirements exceed current operational and administrative practices. The total fiscal impact on local government is therefore indeterminate.

The FDOT may not expend any funds allocated to a commercial service airport as contained in the FDOT's adopted work program unless pledged for debt service until the airport demonstrates its compliance. However, the fiscal impact of any non-compliance, and the effect of such non-compliance on the FDOT's adopted work program, is indeterminate.

The FDOT will incur administrative expenses and use of resources associated with the bill's provisions. According to the FDOT, to fully administer such a program, the FDOT would need to establish rules and procedures to establish the processes for submission and review of the required information, thresholds for compliance, and timelines to reasonably accomplish tasks without impairing project production schedules. Other funding needs include but are not limited to technology costs for data storage, electronic file exchange, and websites.<sup>61</sup> However, the agency analysis assigns no estimated dollar value for such costs. The fiscal impact of the FDOT appears to be indeterminate.

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<sup>61</sup> See the FDOT's analysis of similar HB 915 (2020) available at <http://abar.laspbs.state.fl.us/ABAR/ABAR.aspx> (last visited January 22, 2019).

**VI. Technical Deficiencies:**

None.

**VII. Related Issues:**

None.

**VIII. Statutes Affected:**

This bill amends the following sections of the Florida Statutes: 11.45 and 112.3144.

This bill creates the following sections of the Florida Statutes: 332.0075.

**IX. Additional Information:**

- A. **Committee Substitute – Statement of Substantial Changes:**  
(Summarizing differences between the Committee Substitute and the prior version of the bill.)

**CS by Community Affairs on February 17, 2020:**

The committee substitute makes the following changes to the bill:

- Requires the Auditor General to conduct operational audits once every 7 years, instead of every 5 years, and requires the audit to include, at a minimum, an assessment of compliance with s. 332.0075, ch. 287, F.S., and state public records and public meetings laws.
- Clarifies that persons already required to file a Form 6 financial disclosure are not required to file an additional disclosure for serving on governing body of a large-hub commercial service airport.
- Changes definition of “commercial service airport” to mean a primary airport as defined in 49 U.S.C. s. 47102, and uses FAA classifications for other smaller airports.
- Requires official minutes of governing body meetings to be posted online within 7 days, instead of 3.
- Requires commercial service airport websites to include a link to the airport master plan on the FAA website.
- Requires that purchases of commodities or contractual services that exceed \$100,000, instead of \$65,000 (CATEGORY THREE), need to be made using the competitive sealed bid process.
- Allows commercial service airports to enact or adopt criteria, standards, preferences, or policies to promote small and locally-owned businesses in the competitive bid solicitation process.
- Requires an airport governing board to approve, award, or ratify contracts that exceed \$325,000 (CATEGORY FIVE), instead of \$65,000 (CATEGORY THREE).
- Allows counties and municipalities to apply more stringent ethical standards to an airport governing body than provided in the bill.
- Clarifies that constitutional officers and elected officers who complete ethics training required for office are not obligated to complete such training for serving on an airport governing body.

- Changes the effective date of the bill from July 1, 2020, to October 1, 2020.

B. Amendments:

None.

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This Senate Bill Analysis does not reflect the intent or official position of the bill's introducer or the Florida Senate.

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