

# FLORIDA HOUSE OF REPRESENTATIVES

## BILL ANALYSIS

*This bill analysis was prepared by nonpartisan committee staff and does not constitute an official statement of legislative intent.*

**BILL #:** [HB 4045](#)

**TITLE:** Jacksonville Aviation Authority, Consolidated  
City Of Jacksonville, Duval County

**SPONSOR(S):** Duggan

**COMPANION BILL:** None

**LINKED BILLS:** None

**RELATED BILLS:** None

### Committee References

[Intergovernmental Affairs](#)

16 Y, 0 N

[Economic Infrastructure](#)

15 Y, 0 N

[State Affairs](#)

## SUMMARY

### Effect of the Bill:

The bill amends the charter of the Jacksonville Aviation Authority to give the Authority responsibility for the economic development of Cecil Airport and for growing Cecil Airport as an aerospace hub. The bill requires the Authority to present an annual plan for the development of Cecil Airport to the council of the City of Jacksonville along with its annual budget. The bill also revises the Authority's thresholds for expenses that require a competitive bid process.

### Fiscal or Economic Impact:

None

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## ANALYSIS

### EFFECT OF THE BILL:

The bill amends the charter of the [Jacksonville Aviation Authority](#) (Authority), a dependent [special district](#) of the city of Jacksonville, to make the Authority responsible for the economic development of [Cecil Airport](#). These economic development responsibilities include the following activities:

- Workforce development and training;
- Infrastructure investments;
- Job creation; and
- Technology innovation.

The bill also makes the Authority responsible for establishing and growing Cecil Airport as an aerospace hub in partnership with local economic development agencies. (Section [1](#))

The bill requires the Authority to present an annual plan for the development of Cecil Airport to the Jacksonville City Council. This plan must be submitted for review concurrently with the submission of the Authority's annual budget. (Section [1](#))

The bill revises the Authority's threshold for construction and repair costs that require a [competitive bid process](#) from \$50,000 to the Category Five threshold amount established in law.<sup>1</sup> The bill also revises the threshold for supplies, equipment, machinery, and material costs that require a competitive bid process from \$25,000 to the Category Three threshold amount established in law. (Section [1](#))

The bill provides an effective date of upon becoming a law. (Section [2](#))

<sup>1</sup> [S. 287.017, F.S.](#)

**STORAGE NAME:** h4045c.EIS

**DATE:** 1/28/2026

## RELEVANT INFORMATION

### SUBJECT OVERVIEW:

#### Special Districts

A “special district” is a unit of local government created for a particular purpose, with jurisdiction to operate within a limited geographic boundary.<sup>2</sup> Special districts are created by general law, special act, local ordinance, or rule of the Governor and Cabinet.<sup>3</sup> A special district has only those powers expressly provided by, or reasonably implied from, the authority provided in the district’s charter. Special districts provide specific municipal services in addition to, or in place of, those provided by a municipality or county.<sup>4</sup> Special districts are funded through the imposition of ad valorem taxes, fees, or charges on the users of those services as authorized by law.<sup>5</sup>

Special districts may be classified as dependent or independent based on their relationship with local general-purpose governments. A special district is classified as “dependent” if the governing body of a single county or municipality:

- Serves as governing body of the district;
- Appoints the governing body of the district;
- May remove members of the district’s governing body at-will during their unexpired terms; or
- Approves or can veto the budget of the district.<sup>6</sup>

A district is classified as “independent” if it does not meet any of the above criteria or is located in more than one county, unless the district lies entirely within the boundaries of single municipality.<sup>7</sup>

Special districts are governed generally by the Uniform Special District Accountability Act (USDAA).<sup>8</sup> The USDAA centralizes provisions governing special districts and applies to the formation,<sup>9</sup> governance,<sup>10</sup> administration,<sup>11</sup> supervision,<sup>12</sup> merger,<sup>13</sup> and dissolution<sup>14</sup> of special districts, unless otherwise expressly provided in law.<sup>15</sup> The USDAA requires notice and publication of tentative budgets and final budgets.<sup>16</sup> Certain budget amendments are allowed up to 60 days following the end of the fiscal year.<sup>17</sup>

<sup>2</sup> See *Halifax Hospital Medical Center v. State of Fla.*, et al., 278 So. 3d 545, 547 (Fla. 2019).

<sup>3</sup> See ss. [189.02\(1\)](#), [189.031\(3\)](#), and. [190.005\(1\), F.S.](#) See generally [s. 189.012\(6\), F.S.](#)

<sup>4</sup> Intergovernmental Affairs Subcommittee, [Local Government Formation Manual](#), p. 56 (last visited Jan. 14, 2026).

<sup>5</sup> The method of financing a district must be stated in its charter. Ss. [189.02\(4\)\(g\)](#) and [189.031\(3\), F.S.](#) Independent special districts may be authorized to impose ad valorem taxes as well as non-ad valorem special assessments in the special acts comprising their charters. See, e.g., [ch. 2023-335, s. 1\(6\)](#), Laws of Fla. (East River Ranch Stewardship District). See also, e.g., ss. [190.021](#) (community development districts), [191.009](#) (independent fire control districts), [197.3631](#) (non-ad valorem assessments), [298.305](#) (water control districts), and [388.221, F.S.](#) (mosquito control), See also [ch. 2004-397, s. 3\(27\)](#), Laws of Fla. (South Broward Hospital District).

<sup>6</sup> [S. 189.012\(2\), F.S.](#)

<sup>7</sup> [S. 189.012\(3\), F.S.](#)

<sup>8</sup> [S. 189.01, F.S.](#), but see ch. 190, F.S. (community development districts), ch. 191, F.S. (independent special fire control districts), ch. 298, F.S. (water control districts), ch. 388, F.S. (mosquito control districts), and ch. 582, F.S. (soil and water conservation districts).

<sup>9</sup> See ss. [189.02](#) (creation of dependent special districts) and [189.031, F.S.](#) (creation of independent special districts).

<sup>10</sup> See [s. 189.0311, F.S.](#) (charter requirements for independent special districts).

<sup>11</sup> See [s. 189.019, F.S.](#) (requiring codification of charters incorporating all special acts for the district).

<sup>12</sup> See [s. 189.0651, F.S.](#) (oversight for special districts created by special act of the Legislature).

<sup>13</sup> Ss. [189.071](#) and [189.074, F.S.](#)

<sup>14</sup> Ss. [189.071](#) and [189.072, F.S.](#)

<sup>15</sup> See, e.g., [s. 190.004, F.S.](#) (Ch. 190, F.S. as “sole authorization” for creation of community development districts).

<sup>16</sup> [S. 189.016\(4\), F.S.](#)

<sup>17</sup> [S. 189.016\(6\), F.S.](#)

Special districts do not possess “home rule” powers and may impose only those taxes, assessments, or fees authorized by special or general law. The special act creating an independent special district may provide for funding from a variety of sources while prohibiting others. For example, ad valorem tax authority is not mandatory for a special district.<sup>18</sup>

### **Jacksonville Aviation Authority**

The Jacksonville Aviation Authority (Authority) was established by the State of Florida in 2001 to own and operate aviation facilities in Duval County.<sup>19</sup> The Authority is governed by a seven-member board of directors, with three members appointed by the Mayor of the City of Jacksonville and confirmed by the city council and four members appointed by the Governor and confirmed by the Senate.<sup>20</sup> Directors serve four-year terms with a maximum of two successive terms.

The Authority operates an airport system that consists of four airports: Jacksonville International Airport, Jacksonville Executive at Craig Airport, Herlong Recreational Airport, and Cecil Airport.<sup>21</sup> The Authority has 301 full-time employees, including administration positions, airport management and operations, and police. The Authority has no authority to levy ad valorem or special assessments.<sup>22</sup> The Authority funds operating expenses through aircraft landing fees, terminal fees and other rentals, and revenues from concessions.<sup>23</sup> A capital construction program is funded by debt issued by the Authority, federal and state grants, customer facility charges, passenger facility charges, and Authority revenues.

The Authority's operating revenues increased 16.41% in fiscal year 2023 due to increased passenger traffic and demand for services.<sup>24</sup> Revenues increased by an additional 21.32% in fiscal year 2024 due to increased hangar space rentals and increased airline rates and charges. The Authority's assets and deferred outflows exceeded liabilities and deferred inflows of resources for fiscal year 2024 by approximately \$780.70 million.

The Authority's charter requires the Authority to undergo a competitive bidding process for any construction, reconstruction, or repair work that exceeds \$50,000.<sup>25</sup> The charter also requires the Authority to conduct a competitive bidding process for procurement of any supplies, equipment, machinery, and materials exceeding \$25,000.

### **Cecil Airport**

In 1942, the United States Navy purchased the parcel of land for Naval Air Station Cecil Field.<sup>26</sup> In 1999, the US Navy decommissioned Cecil Field and the airfield was turned over to the Authority. The Airport currently provides a base of operations for corporate aircraft, general aviation, air cargo, and National Guard and Reserve aviation. The Airport offers access to railways, a deep-water port, and interstate highways. The Airport consists of 4 runways located on 6,098 acres situated 13 miles southwest of downtown Jacksonville. The longest of these runways is 12,500 feet, which is the third longest in the state.

In 2007, the Authority began work on an application for an FAA Launch Site Operator License to conduct horizontal space launches from Cecil Airport.<sup>27</sup> The study determined that a carrier aircraft could safely depart a spaceport located at Cecil, launch a captive-carried space vehicle into low earth orbit and return to the airport as a conventional aircraft. In January of 2010, the FAA granted the Authority a launch site operator license to conduct

<sup>18</sup> See, e.g., [ch. 2006-354](#), Laws of Fla. (Argyle Fire District may impose special assessments, but has no ad valorem tax authority).

<sup>19</sup> [Ch. 2001-319, Laws of Fla.](#) See also [chs. 2004-464](#) and [2005-382, Laws of Fla.](#)

<sup>20</sup> [Ch. 2004-464, s. 1\(1\), Laws of Fla.](#)

<sup>21</sup> Jacksonville Aviation Authority, [Annual Financial Report Fiscal Year 2024](#), p. 4 (last visited Jan. 14, 2026).

<sup>22</sup> See [ch. 2004-464, s. 1\(3\), Laws of Fla.](#)

<sup>23</sup> Jacksonville Aviation Authority, [Annual Financial Report Fiscal Year 2024](#), p. 4 (last visited Jan. 14, 2026).

<sup>24</sup> *Id.* at 6.

<sup>25</sup> [Ch. 2004-464, s. 1\(10\), Laws of Fla.](#)

<sup>26</sup> Jacksonville Aviation Authority, [Annual Financial Report Fiscal Year 2024](#), p. 95 (last visited Jan. 14, 2026).

<sup>27</sup> Cecil Spaceport, [Frequently Asked Questions](#) (last visited Jan. 14, 2026).

horizontal space launches from Cecil Spaceport. In 2012, the Legislature added Cecil Airport to the list of state spaceport territories,<sup>28</sup> thus making the Airport eligible for funding through the Florida Department of Transportation and Space Florida.

As of September 2024, the Airport had 14 full-time employees.<sup>29</sup> Two new hangars were completed at the airport in fiscal year 2024, including a 400,000-square-foot hangar for existing tenant Boeing.<sup>30</sup> The Airport is also pursuing operators of horizontal reusable launch vehicles capable of delivering people, goods, and small satellites into suborbital or orbital trajectories. In 2024, a hypersonic aircraft company entered an agreement with the Authority and opened its doors at an existing hangar at Cecil Airport.

### **Competitive Bidding Process**

The Legislature recognizes that fair and open competition reduces the appearance and opportunity for favoritism and inspires public confidence that contracts are awarded equitably and economically.<sup>31</sup> Chapter 287, F.S. establishes uniform procedures to be utilized by state agencies in managing and procuring commodities and contractual services.

Competitive solicitation is the process of requesting and receiving two or more sealed bids, proposals, or replies submitted by responsive vendors in accordance with the terms of a competitive process, regardless of the method of procurement.<sup>32</sup> This process is required for procurement of commodities or contractual services in excess of the threshold amounts provided in law.<sup>33</sup> Current law establishes the following threshold amounts for specific purchasing categories:

- Category One: \$20,000;
- Category Two: \$35,000;
- Category Three: \$65,000;
- Category Four: \$195,000;
- Category Five: \$325,000.<sup>34</sup>

Additionally, commercial service airports are required to use competitive solicitation processes for purchases of commodities or contractual services that exceed the Category Five threshold not within any other provision of law to the contrary.<sup>35</sup> Of the airports operated by the Authority, this provision only applies to Jacksonville International Airport.<sup>36</sup>

### **Local Bill Forms**

The Florida Constitution prohibits the passage of any special act unless a notice of intention to seek enactment of the bill has been published as provided by general law or the act is conditioned to take effect only upon approval by referendum vote of the electors in the area affected.<sup>37</sup> A legal advertisement of the proposed bill must be placed in a newspaper of general circulation or published on a publicly accessible website<sup>38</sup> at least 30 days prior to the introduction of the local bill in the House or Senate.<sup>39</sup> The bill was noticed in the [Jacksonville Daily Record on Nov. 20, 2025](#).

<sup>28</sup> [Ch. 2012-104, Laws of Fla.](#)

<sup>29</sup> Jacksonville Aviation Authority, [Annual Financial Report Fiscal Year 2024](#), p. 89 (last visited Jan. 14, 2026).

<sup>30</sup> Jacksonville Aviation Authority, [Annual Financial Report Fiscal Year 2024](#), p. 14 (last visited Jan. 14, 2026).

<sup>31</sup> [S. 287.001, F.S.](#)

<sup>32</sup> [S. 287.012\(6\), F.S.](#)

<sup>33</sup> See [s. 287.057, F.S.](#)

<sup>34</sup> [S. 287.017, F.S.](#)

<sup>35</sup> [S. 332.0075\(3\)\(a\), F.S.](#)

<sup>36</sup> See Fla. Dept. of Transportation, [Airport Air Service Profiles](#) (last visited Jan 14. 2026).

<sup>37</sup> [Art. III, s. 10, Fla. Const.](#)

<sup>38</sup> [S. 50.0311\(2\), F.S.](#)

<sup>39</sup> [S. 11.02, F.S.](#) If there is no newspaper circulated throughout or published in the county and no publicly accessible website has been designated, notice must be posted for at least 30 days in at least three public places in the county, one of which must be at the courthouse.

The House local bill policy requires a completed and signed Local Bill Certification Form and Economic Impact Statement Form be filed with the Clerk of the House at the time the local bill is filed or as soon thereafter as possible.<sup>40</sup> Under the policy, a committee or subcommittee may not consider a local bill unless these forms have been filed. The following forms have been submitted for the bill:

- [Local Bill Certification Form](#)
- [Economic Impact Statement Form](#)

## BILL HISTORY

COMMITTEE REFERENCE	ACTION	DATE	STAFF DIRECTOR/ POLICY CHIEF	ANALYSIS PREPARED BY
<a href="#">Intergovernmental Affairs Subcommittee</a>	16 Y, 0 N	1/20/2026	Darden	Hilliard
<a href="#">Economic Infrastructure Subcommittee</a>	15 Y, 0 N	1/28/2026	Keating	Dallas
<a href="#">State Affairs Committee</a>				

<sup>40</sup> Intergovernmental Affairs Subcommittee, [Local Bill Policies and Procedures Manual](#), p. 11 (last visited Jan. 14, 2026).