



3491 South Roosevelt Boulevard Key West, Florida 33040

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March 18, 2022

## MONROE COUNTY

### PROPOSED PASSENGER FACILITY CHARGE APPLICATION NO. 22-20-C-00-EYW TO THE FAA TO IMPOSE AND USE A PFC AT KEY WEST INTERNATIONAL AIRPORT

#### NOTICE OF OPPORTUNITY FOR PUBLIC COMMENT

Monroe County (County) has determined the need to submit to the Federal Aviation Administration (FAA) Passenger Facility Charge (PFC) application to impose a PFC at Key West International Airport (EYW) and to concurrently use PFC revenue at EYW. The County has issued this public notice as part of the PFC application process as per Title 14 Code of Regulation (CFR) Part 158.24 *Notice and Opportunity for Public Comment*.

**Comment Period:** The County will accept public comments on the proposed PFC Application No. 22-20-C-00-EYW (PFC 22-20) up to thirty (30) days after the date of posting this public notice. As such, comments must be received on or before Monday, April 25, 2022.

**County Point of Contact:** Comments may be mailed to Ms. Beth Leto, Deputy Director, Airport Finance and Administration, Key West International Airport, 3491 South Roosevelt Blvd., Key West, FL 33040 or e-mailed at Leto-Beth@MonroeCounty-FL.Gov.

#### **The following information is provided in accordance with 14 CFR 158.24(b)(1):**

The County will seek authority from the FAA to use PFCs with the following characteristics:

**PFC Level:** A four dollar and fifty cent (\$4.50) charge on passengers enplaned at EYW.

**Charge Effective Date:** August 1, 2024 (which reflects the estimated charge expiration date for approved PFC Application No. 22-19-C-00-EYW).

**Estimated Charge Expiration Date:** The charge expiration date is estimated to be February 1, 2057 (or until collected PFC revenue plus interest thereon equals the allowable costs of the approved projects, as permitted by regulation).

**Estimated Total PFC Impose and Use Revenue:** \$106,264,696

#### **Projects for which the County is seeking Impose and Use Authority:**

**20.01 EYW Concourse A Construction**



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**Project Description:** This project will fund the construction of new Concourse A and renovations to the Landside and Airside Terminal Buildings to address existing passenger processing facility deficiencies and improve the passenger experience at EYW.

### New Concourse A

Concourse A is a proposed second-level concourse of 48,805 square feet to be located immediately north of the existing Airside Terminal Building. The second level building would accommodate seven gates all fitted with passenger boarding bridges, 17,568 square feet of holdroom areas, 9,711 square feet of passenger circulation, 12,634 square feet of concession areas, 4,240 square feet of restrooms, 145 square foot nursing room, 110 square foot pet relief area, 4,397 square of building support areas, which includes, mechanical rooms, IT/Communication rooms, an electrical room, elevator, storage, janitors closet, and stair areas. The new concourse would be accessed from the second-level Landside Terminal Building by extending the existing enclosed pedestrian bridge. The ground (apron) level below the new concourse building would be unenclosed and would support a new baggage make-up area and device, tug lanes, airline ramp space, ramp equipment storage and circulation space. To note, the passenger boarding bridges will be utilized as both preferential and common use gates.

### Airside Terminal Building

Approximately 15,000 square feet of the existing Airside Terminal Building would be renovated with the relocation of the holdrooms and concession areas to the new concourse building. Renovations would expand the arrivals hall within the building footprint to allow for the expansion of the baggage claim area to improve operational efficiency and passenger level of service. The two existing baggage claim devices would be supplemented with a new third device to accommodate existing demand, and, as demand increases in the future, the two existing devices would be replaced with newer, more efficient units. Baggage service offices would be provided and the rental car facility within the arrivals hall would be renovated and expanded by approximately 400 square feet. Finally, the airline ramp-level support offices would be centralized and expanded to meet airline space needs. The Airside Terminal Building renovation areas include 4,029 square feet of airline and ramp support offices, 497 square foot delivery checkpoint, 1,4961 square feet of rental car office and support space, and 8,330 square feet of baggage claim public space.

### Landside Terminal Building

Building renovations to the existing Landside and Airside Terminal Buildings are proposed, and all renovations are within the existing building footprints. Approximately 10,300 square feet of the existing Landside Terminal Building would be reconfigured and renovated to accommodate an expanded security screening checkpoint, totaling 7,382 square feet, with space for a total of four lanes and 2,979 square feet of office space. To support the expanded security screening



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checkpoint, the existing concessions area, consisting of the Conch Flyer restaurant and gift shop, would be relocated to the new concourse building.

#### Program Costs and Eligibility

The total program cost for the New Concourse A and renovations to the Airside/Landside Terminal Buildings is \$86,140,506. The cost estimate was prepared by separating the New Concourse A, Airside Terminal Building (referred to as Bag Claim/ Holdroom Renovation, and Landside Terminal Building (referred to as TSA/Terminal Renovation) program elements. The program cost for New Concourse A, Airside Terminal Building, and Landside Terminal Building are \$75,177,438, \$6,768,209, and \$4,194,858, respectively.

As per the eligibility analysis, \$50,720,169 would be eligible of the total program cost of \$86,140,506. This project will be funded with \$5,600,000 of anticipated Airport Improvement Program (AIP) entitlement funds and \$24,000,000 of Florida Department of Transportation (FDOT) funding.

This project will also require bond financing of \$45,540,506 of the total program. The total amount of \$106,216,513 of bond capital and finance and interest would be funded through PFCs (bond capital \$45,540,506; finance and interest \$60,676,007).

**Project Justification:** This project preserves capacity by providing a new concourse to accommodate current and future passenger demand. Prior to the COVID-19 pandemic, EYW passenger activity had experienced significant growth in enplanements and load factors. From 2015 to 2019, passenger enplanements increased by 37 percent from 354,252 to 486,139 and peak month average load factors increased from 75.2 percent to 88.6 percent<sup>1</sup>. This growth was significantly higher than the data presented in the 2015–2035 Master Plan<sup>2</sup> enplanement forecast. The 2015–2035 Master Plan forecast suggested enplanements would increase by 60 percent over the 20-year planning horizon beginning in 2015 through 2035 from 362,802 to 580,474 enplanements, respectively. However, in 2019, EYW enplanements exceeded the forecast amount identified for 2028, which prompted the need for a revision to the 2015–2035 Master Plan forecast.

Studies following the Master Plan, including the recent Environmental Assessment (EA)<sup>3</sup> and the Jacobs Concourse A Planning and Schematic Preliminary Design Report<sup>4</sup> addressed the enplanement discrepancy and confirmed that enplanement levels were exceeding that forecast in

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<sup>1</sup> Ricondo & Associates, Inc., August 2020; US Department of Transportation, T-100, August 2020.

<sup>2</sup> Monroe County, *Master Plan, Key West International Airport*, August 2016.

<sup>3</sup> Monroe County, *Final Environmental Assessment for Taxiway A Extension, Apron Expansion, and Security Fencing Improvements, Key West International Airport*, February 2021.

<sup>4</sup> Jacobs, *Concourse A Preliminary Design Concourse A Schematic Design Narrative Report*, October 2020.



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the 2015–2035 Master Plan. The aviation forecast prepared for the EA, presented in **Table 1**, was based on the 2019 Terminal Area Forecast (TAF), which is also presented in Table 1. The forecast included assumptions about the potential for induced commercial activity to result at EYW with implementation of the Proposed Action, including extension of Taxiway A and expansion of the commercial apron.<sup>5</sup> The EA Induced Forecast indicates that EYW would accommodate 650,000 annual enplaned passengers in the 2023 to 2024 timeframe, and over 750,000 annual enplaned passengers by the end of the planning period in 2029.

**Table 1. Enplaned Passenger Forecast**

FISCAL YEAR <sup>1</sup>	2019 TAF	EA INDUCED FORECAST		TOTAL
		DUE TO TAXIWAY EXTENSION	DUE TO COMMERCIAL APRON EXPANSION	
<i>Historical</i>				
2015	354,252			354,252
2016	371,070			371,070
2017	403,692			403,692
2018	422,001			422,001
2019 <sup>2</sup>	484,256			484,256
2020	593,568			323,107
<i>Forecast</i>				
2021	603,745			603,745
2022	612,982			612,982
2023	621,728	+18,250		639,978
2024	630,071	+18,250	+60,000	708,321
2025	638,627	+18,250	+60,000	716,877
2026	647,508	+18,250	+60,000	725,758
2027	657,277	+18,250	+60,000	735,527
2028	667,661	+18,250	+60,000	745,911
2029	678,486	+18,250	+60,000	756,736

NOTES:

EA – Environmental Assessment

TAF – Terminal Area Forecast

<sup>1</sup> All data are presented in federal fiscal years (October–September).

<sup>2</sup> 2019 values in the TAF are forecast.

SOURCES: Federal Aviation Administration, *2019 Terminal Area Forecast*, January 2020 (2019 TAF) Monroe County, Final Environmental Assessment for Taxiway A Extension, Apron Expansion, and Security Fencing Improvements, Key West International Airport, Appendix A, “Forecast Aviation Activity,” February 2021 (EA Induced Forecast).

<sup>5</sup> Federal Aviation Administration, *2019 Terminal Area Forecast*, January 2020; Monroe County, *Final Environmental Assessment for Taxiway A Extension, Apron Expansion, and Security Fencing Improvements, Key West International Airport*, Appendix A, “Forecast Aviation Activity,” February 2021.



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During the COVID-19 pandemic, EYW activity in 2020 (323,107 passenger enplanements) was 33.5 percent lower than 2019 activity (486,139 passenger enplanements); however, passenger activity in the early months of 2021 (299,115 enplaned passenger from January through May) is 27.7 percent higher than activity in the same 5 months of 2019 (234,271 enplaned passengers). Therefore, although the EA Induced Forecast did not account for the effects of the pandemic on EYW activity, the general forecast of growth in passenger activity through the 2020s is anticipated to remain valid with pre-COVID-19 activity levels starting in 2021.

Further, the Concourse A Justification analysis identified the need for improvements to the security screening checkpoint and functions accommodated in the Airside Terminal Building to address deficiencies in space based on existing and near-term passenger demand and to provide a comparable level of customer service as that offered in the Landside Terminal Building. Existing space (**Table 2**) accommodating the following terminal functions at EYW was identified as deficient in the Master Plan Update:

- **Security Screening Checkpoint** – In recent months, passenger demand has resulted in long passenger queues during peak times. The checkpoint is sized to process between 330 and 350 passengers per hour,<sup>6</sup> and it is expected that the security screening checkpoint capacity will be exceeded by 2025. To meet existing and near-term demand, the current existing checkpoint would need to be expanded to provide a dedicated pre-check lane. In the long-term, it is anticipated one additional lane would be required for a total of four lanes.
- **Holdrooms** – The holdroom facilities comprise 8,119 square feet in the Airside Terminal Building, of which less than 5,000 square feet provides area for passenger seating; this area is undersized to support existing passenger demand, resulting in crowded conditions and poor levels of customer service. As defined by industry standards, the optimal level of service is achieved by holdrooms that provide between 19.4 to 23.7 square feet per seated passenger.<sup>7</sup> Between 2015 and 2020 (prior to the start of the COVID-19 pandemic), the EYW holdroom provided between 12 and 14 square feet per seated passenger. Therefore, the holdroom facilities at EYW have been deficient for several years, and these sub-optimal level of service conditions are expected to deteriorate as passenger activity continues to grow in the future. A facility requirements evaluation identified the need for approximately 15,000 square feet of holdroom space to serve 500,000 annual passengers and approximately 17,500 square feet to service

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<sup>6</sup> Assumes a throughput capacity of 150 passengers per lane for standard lane and 240 passengers per lane per precheck lane. It also assumes that one of the existing security screening checkpoint lane is used 30 percent of the time to process precheck passengers.

<sup>7</sup> International Air Transport Association, Airport Development Reference Manual, 11th edition.



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650,000 annual passengers, which EYW is forecast to reach in 2024 (see Table 1)<sup>8</sup> will reach in the 2023 to 2024 timeframe.

- **Baggage Claim** – Similar to holdroom facilities, the baggage claim area is undersized to support existing passenger demand. Industry standards indicate an optimal level of service is achieved with the provision of between 16.2 and 18.3 square feet per standing passenger in the baggage claim area<sup>9</sup>; whereas the existing retrieval area available for passengers to wait and collect their bags has provided less than 13 square feet per passenger between 2015 and 2019. Additionally, as of 2019, peak 20-minute arrival demand indicates the need for three baggage claim devices to meet passenger demand; however, the baggage claim area only includes two baggage claim devices. Therefore, the baggage claim area at EYW has been deficient for several years, and these level of service conditions are expected to deteriorate as passenger activity grows in the future.
- **Baggage Makeup** – To accommodate the forecast fleet, a second outbound bag makeup device will be required by 2025. In addition to meeting near-term demand, the additional device is needed to provide for system redundancy and minimize loss of capacity during outages.
- **Concessions** – The balance of concessions space between pre- and post-security screening checkpoint areas does not meet adequate levels of customer service. Additional concessions space should be provided post-security to support passengers waiting for flights after check-in and security screening.

In addition to undersized facilities, the existing practice of ground-loading for aircraft boarding and deplaning affects operational efficiency and the passenger experience (i.e. additional staff to maintain passenger safety and minimize passenger confusion on the apron, passenger comfort while boarding during inclement weather, and accessibility to meet Americans with Disabilities [ADA] requirements). Conditions associated with ground-loading of aircraft present the following challenges:

- **Safety** – Ground-boarding operations require additional airline and Airport staff to maintain passenger safety during enplaning and deplaning operations on the aircraft parking apron.

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<sup>8</sup> Jacobs, May 2021, based on US Department of Transportation, Federal Aviation Administration, Advisory Circular 150/5360-13A, *Airport Terminal Planning*, July 13, 2018; US Department of Transportation, Federal Aviation Administration, Advisory Circular 150/5300-13A, *Airport Design*, September 28, 2012; Transportation Research Board, Airport Cooperative Research Program, Report 25, *Airport Passenger Terminal Planning and Design, Vol. 1, Guidebook*, 2010; International Air Transport Association, *Airport Development Reference Manual, 10th ed.*, March 2014. 2010; US Department of Transportation, Federal Aviation Administration, 2020 Terminal Area Forecast for Key West International, May 2021.

<sup>9</sup> International Air Transport Association, *Airport Development Reference Manual*, 11th edition.



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- Passenger Confusion – When multiple aircraft board at the same time, passengers are more likely to become disorientated on an active apron. To maintain safe operations, additional Airport and airline staff are required to manage passengers during peak times.
- Security – When ground-boarding an aircraft, passengers are granted temporary access to the commercial apron, which is a restricted area of the Airport and requires monitoring by Monroe County Sherriff, and airline and Airport staff.
- Passenger Comfort – Passengers are exposed to weather conditions including rain when walking to the aircraft.
- Accessibility – Ground boarding requires stairs, so specialized ground handling equipment is needed to meet American with Disabilities Act (ADA) requirements.

Passenger boarding bridges would provide a more efficient means to board and deplane passengers in a controlled and covered space that provides protection from weather and improves the passenger boarding experience, especially for those physically unable to use stairs.

**Table 2. Existing Terminal Facilities Area (Square Feet)**

FUNCTIONAL SPACE	AIRSIDE TERMINAL BUILDING		LANDSIDE TERMINAL BUILDING		TOTAL
	GROUND LEVEL	SECOND LEVEL	GROUND LEVEL	SECOND LEVEL	
Ticketing/Check-in Counters	-	-	-	7,011	7,011
Security Screening Checkpoint	-	-	-	9,453	9,453
Arrivals Hall <sup>1</sup>	4,912	-	-	-	4,912
Holdroom <sup>2</sup>	8,119	-	-	-	8,119
Offices/Operations Area <sup>3</sup>	2,497	4,556	-	3,504	10,557
Concessions	10,800	-	-	6,413	17,213
Baggage Makeup	7,776	-	-	7,473	15,249
Restrooms, Pet Relief, Janitorial	2,238	-	-	1,838	4,076
Covered Walkways	3,812	-	-	7,328	11,140
Circulation	-	-	-	4,460	4,460
US Customs and Border Protection	10,057	-	-	-	10,057
<b>Total</b>	<b>50,211</b>	<b>4,556</b>	<b>-</b>	<b>47,480</b>	<b>102,247</b>

NOTE:

1 Includes baggage claim area, rental car facilities, and circulation space.

2 Includes holdroom seating area, circulation, and gate counter area.

3 Includes airline and Airport Administration spaces.

SOURCE: Jacobs, May 19, 2021.





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In 2020, Jacobs was retained by the Monroe County Department of Airports to provide a Planning and Schematic Preliminary Design Report (Report) for a new concourse. For this Report, Jacobs analyzed the Planning Activity Levels (PAL) of 500,000, 650,000, and 750,000 annual enplanements to determine the level of service for passenger wait times and space requirements. The short-term horizon of 650 PAL was recommended as the planning metric to be utilized for sizing future Concourse A and other components of the program. Based on passenger enplanements prior to the COVID-19 pandemic, it was determined that 650 PAL could potentially be reached within a 5- to 10-year planning horizon. The EA forecast further justifies this assumption, which indicates that 650 PAL would occur during the 2023 to 2024 timeframe.

Jacobs used the International Air Transportation Association Terminal (IATA) Reference Manual, the industry standard for terminal planning, and the Airport Cooperative Research Program - Report 25 as guidance for determining space recommendations since the FAA does not establish a level of service for passenger wait times and space requirements. The FAA Advisory Circular for terminals provides general guidance only and cross references the IATA Reference Manual. The aircraft ramp, parking positions, and passenger boarding bridges were planned in accordance with FAA airport design standards.

The space program for EYW terminal facilities was based on serving 650K PAL at a standard level of service as defined in the IATA Reference Manual. The space program (**Table 3**) includes the following enclosed spaces along with the provision of space:

- New 48,805-square foot second-level concourse to support holdrooms, restrooms, concessions areas, circulation, and building support areas;
- 10,361 square feet of renovations to the existing Landside Terminal Building to expand the security screening checkpoint; and
- 11,627 square feet of renovations to the existing Airside Terminal Building to accommodate improvements to the arrivals hall, including baggage services offices and a 400-square foot expansion of the rental car facility.





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**Table 3. Concourse A, Airside and Landside Terminal Space Program based on 650K PAL**

BUILDING	BUILDING AREA (SQ FT)			
	EXISTING	WITH IMPLEMENTATION OF CONCOURSE A PROJECT		
		RENOVATED	NEW BUILDING	TOTAL
<b>New Concourse A</b>				
Holdrooms	0	0	17,298	17,298
Circulation	0	0	9,076	9,076
Restrooms	0	0	6,400	6,400
Concessions	0	0	10,839	10,839
Building Support Area	0	0	5,189	5,189
			48,802	48,802
Existing Landside Terminal Building	47,480	10,361	0	47,480
Existing Airside Terminal Building	54,767	11,627	0	54,767
<b>Total</b>	<b>102,247</b>	<b>21,988</b>	<b>48,802</b>	<b>151,049</b>

NOTE:  
 SQ FT – Square Feet  
 SOURCE: Jacobs, May 17, 2021.

In addition to the improvements to enclosed spaces discussed above, future construction of Concourse A also includes a functional change to unenclosed space below the proposed concourse building as well as reconstruction of the apron. These improvements, however, will be addressed in another project separate from the design of Concourse A. The reconfigured apron level space would support a new baggage make-up area and device, airline ramp space, and ramp equipment storage area. Additionally, 46,350 square feet of the existing commercial apron under future Concourse A would be reconstructed to meet grading requirements associated with the aircraft parking positions and to tie the apron grades to the existing Airside Terminal Building face to comply with the National Fire Protection Association (NFPA) 415 standards.

Concourse A would provide seven gates with passenger boarding bridges (also referred to as contact gates) and two remote parking positions to accommodate a total of nine commercial aircraft parking positions currently accommodated on the commercial apron.<sup>10</sup> The Concourse A project

<sup>10</sup> The aircraft parking plan for the commercial apron would differ from parking plan evaluated in the recent EA to accommodate the new concourse building and reconfigured aircraft parking positions at contact gates. The EA evaluated the ability to accommodate a 10th aircraft parking position (1 more than existing conditions) with the commercial apron expansion project; however, this 10th position would not be needed with the Concourse A project due to the improved efficiency of the aircraft



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would not increase capacity of the Airport. The project is intended to improve the passenger experience by adding contact gates and addressing existing deficiencies in passenger processing facilities. It would not accommodate new aircraft parking positions that do not currently exist or otherwise increase capacity that could enable new aircraft activity or a different aircraft fleet to serve the Airport. .

## 20.02 PFC Administrative Charges

**Project Description:** This project provides for the preparation and implementation of PFC Application No. 22-20-C-00-EYW to “Impose and Use” a PFC at EYW, which will be submitted to the FAA. The consultant will gather the necessary project, financial, and statistical information; prepare the required public notice; prepare the required air carrier consultation notice; ensure that all procedural requirements are met during the air carrier meeting; prepare the application; prepare the response to air carrier comments; provide the completed application in a format ready for execution and submission; and prepare the air carrier notice upon FAA approval. This project will be funded with \$48,183 of PFC.

**Project Justification:** Retaining a PFC consultant helps ensure PFC Applications are filed according to the rules and regulation determined by the FAA. Administrative cost is eligible in accordance with 14 CFR 158.3 PFC Administrative Support Cost.

### Funding Sources:

Pro. No	Description	PFC Level	Pay-Go	PFC Bond Capital	PFC Finance & Interest	PFC Total	Anticipated AIP	Anticipated FDOT	Airport Funds	Project Total
20-001	EYW Concourse A - Construction	\$4.50	\$0	\$45,540,506	\$60,676,007	\$106,216,513	\$5,600,000	\$35,000,000	\$0	\$146,816,513
20-002	PFC Administrative Costs	\$4.50	\$48,183	\$0	\$0	\$48,183		\$0	\$0	\$48,183
<b>Total Project Costs</b>			<b>\$48,183</b>	<b>\$45,540,506</b>	<b>\$60,676,007</b>	<b>\$106,264,696</b>	<b>\$5,600,000</b>	<b>\$35,000,000</b>	<b>\$0</b>	<b>\$146,864,696</b>

SOURCES: Monroe County Department of Airports, Ricondo & Associates, Inc. March 2022

deplaning and boarding process associated with contact gates. (Monroe County, *Final Environmental Assessment for Taxiway A Extension, Apron Expansion, and Security Fencing Improvements, Key West International Airport*, February 2021.)