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To:

Mario Rodriguez

From:

Ken Cushine
Potential Development of FIS Facilities for JetBlue at LGB

Subject: Date:

October 18, 2013

Copy:

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Overview:

As requested, Frasca & Associates has worked with Airport staff to evaluate the financial feasibility of and funding options for developing potential Federal Inspection Service facilities (FIS) at Long Beach Airport to accommodate international flights by JetBlue.

Based upon our review, the proposed FIS project could be financially feasible, depending upon JetBlue's strategic plans and willingness to participate in the funding of the project, but entails risks for the Airport:

- Under the Airport's slot regulations, all of the current 41 air carrier slots are allocated (including 32 for JetBlue). While FIS facilities could encourage JetBlue to reverse its recent reduced utilization of slots, the amount of potential incremental passenger activity (compared to activity that would replace historic domestic capacity) appears to be limited.
- The Airport has successfully developed a new parking garage and terminal to enhance operations and customer service. These investments required a sizable increase in the Airport's debt burden and commitment of the Airport's PFC revenues. As such, the Airport funding capacity for major new projects not in the current capital plan is limited.
- The proposed FIS could be viewed more akin to an "airline special facility" project rather than a general airport improvement in that that demand for the FIS appears to be a function of JetBlue's current strategic plans which may or may not be consistent with the needs of other airlines in the event JetBlue's plans were to change at some point.

While additional information from JetBlue on its international plans and slot utilization strategies would be useful to further refine out analyses, it appears that the Houston Hobby model (where Southwest, the leading carrier at HOU, agreed to fund, with its cash, the development of international facilities in exchange for preferential rights to use these facilities) might be the appropriate model for Long Beach to advance if JetBlue remains interested in FIS facilities.

Projected FIS Facility Requirements:

Airport staff requested Jacobus & Yuang, Inc. to develop a Budgetary Opinion of Probable Cost for the potential FIS and related facilities. Based upon a 31,100 s.f. facility, the capital cost estimate totals \$15.940 million and is listed below as the "Base Scenario".

Additionally, JetBlue provided a construction cost estimate of \$6.33 million based upon a modular design. With design and other soft costs (based upon the City's historical cost allowances), the total project cost for this scenario of \$9.37 million and is listed below as the "Low Scenario".

Element	"Low Scenario" JetBlue Modular Costs	Base Scenario
Design	\$950,000	\$1,620,000
FIS Summary – Construction Cost	6,330,000	10,800,000
Utility Coordination	320,000	540,000
Construction Management	480,000	810,000
Testing/Inspection	480,000	810,000
Plan Check/Permit	160,000	270,000
Public Works/FM Overhead	650,000	1,090,000
Total	\$9,370,000	\$15,940,000

Source: Long Beach Airport

Additionally, operating expenses were estimated for the potential FIS facility. Based upon actual expenses for the Airport's TSA Security Checkpoint, custodial expenses were estimated to be \$19.76 psf. Utilities and other expenses were assumed to total \$7.50 psf. Using these estimates, annual FIS Facility O&M expenses were projected to be \$850,000.

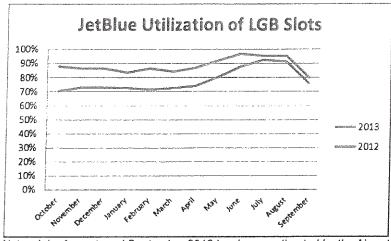
JetBlue Slot Utilization and Potential FIS Traffic:

Unlike most commercial service airports, traffic levels at Long Beach are a function not only of local demographics, air service area characteristics, competing facilities, and the mix if flights offered and airline fare levels, but also, the local slot limitations in place at LGB. Currently, all of the Airport's 41 air carrier slots are allocated, with 32 allocated to JetBlue and the remaining 9 to other carriers.

Based upon the Airport's slot structure, since FY2004, annual enplaned passengers at LGB have been very stable at approximately 1.5 million.

In FY2012, LGB's enplanements increased to a historic high of 1.64 million. However, enplanements for FY2013 are forecasted to fall approximately 10% to

1.48 million. The primary cause of this decline is the lower utilization of slots by JetBlue, as shown below:



Note: July, August, and September 2013 levels are estimated by the Airport

Given the slot regime at LGB, the development of FIS facilities at the Airport would generate, at most, a limited amount of *incremental* passenger traffic. Rather, significant international activity would likely require some reduction in domestic activity. As shown in Tables 2A and 2B (see the attached "Financial Feasibility Study"), we reviewed JetBlue's recent slot utilization to determine a reasonable estimate of international activity if JetBlue were to increase its slot utilization. In Table 2A, we assumed JetBlue would schedule an average of 3 international flights per day throughout the year from LGB. In Table 2B, we assumed JetBlue's future slot utilization for domestic flights was the average of its FY2012 and FY2013 levels and that 60% of the remaining unutilized slots were used for international activity. Based upon these approaches, we estimated that JetBlue could generate approximately 150,000 annual international enplanements¹. Note that this level of international activity could require domestic activity cuts, particularly in the peak traffic months of June, July and August, as shown in Table 2A, where there would be insufficient unutilized slots to support the international flights.

Financial Requirements for Potential FIS:

As summarized in the attached Tables 1 (Base Scenario) and 2 (Low Scenario), the projected cost per international enplanement for the potential FIS is estimated to be approximately \$5 (Low Scenario) to \$11 (Base Scenario). This amount does not include landing fees and other existing Airport charges. This projection is based upon the estimated capital and O&M costs as well as:

Amortization of the capital costs over 15 years at an assumed 6.0% rate

¹ These analyses can be refined with input from jetBlue on its potential international flight forecasts and slot utilization plans.

- Annual international enplanements of 150,000
- For purposes of projecting incremental non-airline revenues (parking, rental car and terminal concessions), we assumed 100,000 of the enplanements would be incremental to domestic traffic levels (i.e., the balance would replace existing domestic activity in peak months)
- Airport contribution of \$3 million of PFC funding to the proposed FIS project (see below for a discussion of PFC funding capacity)

Based on these assumptions, we estimate that the incremental non-airline revenues could be sufficient to offset the operating costs of the FIS facility if the forecast of international enplanements is met.

While FIS charges vary between airports, a \$11 average cost in the Base Scenario for LGB facilities would be lower than charges at West Coast gateway airports such as LAX and SFO, but higher than similar charges at other airports such as SAN. The Low Scenario estimate of \$5 cost per enplanement for the FIS facility would be very competitive.

Funding Approaches for the Potential FIS:

LGB recently completed the very successful development of a new passenger terminal and parking garage. These investments have significantly enhanced customer service and operations at the Airport (as well as addressing the operational and financial risks associated with the prior lease for remote parking capacity). Moody's and Fitch have recognized the credit strengths of the Airport by assigning A2 and A- ratings, respectively, to LGB's outstanding Series 2009 and Series 2010 General Airport Revenue Bonds.

The Airport now has \$117.490 million of outstanding bonds, equivalent to \$73 per enplanement (net of the debt service reserve funds). This compared to \$8.3 million of outstanding long-term debt in 2009 (based upon the outstanding 1993 COPs), equivalent to \$5 per enplanement.

As part of its strategic financial plan, the Airport has communicated to the rating agencies its intent to issue no further debt for the foreseeable future. Consistent with this plan, the City has terminated the Airport's prior commercial paper program, which had provided interim funding for capital projects. The Airport's ongoing Capital Plan focuses primarily on:

- Maintaining airfield and other infrastructure; and,
- The multi-year Passenger Experience Program (PEP) consisting of renovations and improvements to existing terminal and parking facilities, roadway enhancements and rental car facility improvements.

These projects are expected to be funded on a "PAYGO" basis using grants, Passenger Facility Charges (PFCs, net of the PFCs pledged for the Series 2010 Bond debt service); Customer Facility Charges and Airport cash. Based upon the current Airport capital needs and commitments, no Airport funding capacity is readily available for a major new addition to the Capital Plan, such as the proposed FIS.

PFCs are largely committed for the next several years. Based upon current traffic levels, the Airport collects about \$6.4 million of PFCs each year. Approximately \$3.6 million of these PFCs are pledged each year to pay debt service on the Series 2010 Bonds through 2040. The balance, about \$2.8 million per year, is available for PAYGO projects. The Airport has certain ongoing projects approved for PFC funding from prior applications that are expected to be funded and completed over the few years. Also, the Airport is advancing a new PFC application to seek PFC funding for further planned projects, including airfield projects (using PFC funds to provide the local share to anticipated AIP grants), roadway and terminal infrastructure improvements and passenger experience projects. Based upon the projected PFC collections and schedule for the PFC-funded projects in the current capital plan, we have identified up to \$3 million of PFC funding capacity that could be available in FY15-FY16 for other eligible projects such as the proposed new FIS facility. Any further commitment of PFCs for the proposed FIS would require the Airport to re-program PFCs from the currently planned improvements, resulting in either (i) increased airline rates and charges to fund the planned airfield and infrastructure investments or (ii) the deferral of some of these other projects.

Also, the proposed FIS has features of an "airline special facility" project since the demand for the FIS primarily appears to be a function of JetBlue's current strategic plans. If JetBlue's plans were to change at some point in the future, it is unclear whether other airlines would be interested in international flights from LGB.

Houston Hobby FIS & International Gates:

In 2012, Southwest Airline petitioned the Houston Airport System (HAS), the operator of Houston Hobby and Houston Intercontinental Airports, to develop FIS capacity at Hobby. As part of an extension to its airport lease agreement in 2013, Southwest agreed fund a new 5-gate international concourse and FIS facility, estimated to cost \$156 million. No HAS funds will be invested, other than the costs associated with concession facilities (HAS retains concession revenues under the lease). Southwest will have preferential rights to 4 of the 5 new gates. Any other airline user of the international facility will pay a reasonable fee based upon the allocated O&M costs of the terminal and a reimbursement to Southwest of its amortization costs.

Recommendation:

If the Airport determines that advancing the development of the proposed FIS is desirable, despite the likely re-allocation of jetBlue capacity which would appear to require further cuts in its domestic activity at LGB, we believe that the Houston Hobby model would be the most appropriate approach. While additional information from JetBlue on its international plans and slot utilization strategies would be useful to further refine out analyses, our review of the Airport's funding capacity and the financial feasibility and risks associated with the FIS project indicate that the Airport should require:

- 1) a significant capital funding commitment from JetBlue using its reserves for the project;
- 2) a commitment from jetBlue to pay all of the O&M expenses for the FIS facility; and
- 3) a reserved right to allow other carriers to use the FIS in a fair manner (with reasonable fees charged to offset JetBlue's funding and O&M obligations).



FINANCIAL FEASIBILITY STUDY POTENTIAL NEW FIS

Prepared By:

Frasca & Associates, LLC

Date:

October 18, 2013

Long Beach Airport FIS Financial Feasibility Study Table 1: Financial Proforma: Base Project Cost Scenario (\$15,94M less PFC Funding of \$3M)

Year 12 1,636,000	1,176,599	2,812,599	706,769	235,590	1 101 302	1, 101,302	150,000	100,000	\$ 11.41
Year 11 1,636,000	1,142,329	676,011,5	696,324	232,108	1085 108	1,000,100	150,000	000,000	11.29
Year 10 1,636,000	1,109,057		686,034	154 358	1.069.070	1675 988	150,000	000,000	11.17
Year 9 1,636,000	1,076,755		675,896	152,076	1,053,271	1,659,484	150,000		\$ 11.06
Year 8 1,636,000	1,045,393	•	665,907	149,829	1,037,705	1,643,688	150,000		\$ 10.96
Year 7 1,636,000	1,014,944		656,066 218 689	147,615	1,022,369	1,628,575	150,000		10.76 \$ 10.85 \$
Year 6 1,636,000	985,383		646,370	145,433	1,007,261	1,614,122	150,000	ľ	-
Year 5 1,636,000	956,682		636,818	143,284	992,375	1,600,308	150,000 100,000		\$ 10.67 \$
Year 4 1,636,000	928,818		627,407 209,136	141 167	977,709	1,587,109	150,000	01 01	% 10.58
Year 3 1,636,000	901,765		618,135 206,045	139,080	963,260	1,574,505	150,000 100,000	ı	00.00
Year 2 1,636,000	875,500 2,511,500		609,000	137,025	949,025	1,562,475	150,000 100,000	\$ 40.62 €	and oversal to the state of the
Year 1 1,636,000	850,000	enues:	500,000	000,665	935,000	1,551,000	150,000 100,000	\$ 10.34 \$	Th The season
Capital Amortization Coverage Factor Less: PFCs	O&Ms Requirement	Incremental Indirect Airline Revenues:	- Parking - Rental Car - Terminal Concessions	515555555555555555555555555555555555555	Subototal	Net FIS Requirement	International EPAX Incremental EPAX for LGB	FIS Requirement per EPAX	COLLY WILLIAM TO THE WAY THE W

Coverage Factor Required?

0 (1 = Yes; 0 = No)

Long Beach Airport FIS Financial Feasibility Study Table 2: Financial Proforma - Low Project Cost Scenario (\$9.37M less PFC Funding of \$3M)

Year 12 805,000	1,176,599	1,301,389	706,769	159,023	1 101 382	880 217	150,000	CO, CO.
Year 11 805,000	1,142,329	676,146,1	696,324 232 108	156,673	1.085.106	862,223	150,000	27.5
Year 10 805,000	1,109,057		686,034 228,678	154,358	1,069,070	844,988	150,000	\$ 5.53
Year 9 805,000	1,076,755		675,896 225,299	152,076	1,053,271	828,484	150,000 100,000	**************************************
Year 8 805,000	1,850,393		665,907 221,969	149,829	1,037,705	812,688	150,000	\$ 5.42
Year 7 805,000	1,014,944		656,066 218,689	147,615	1,022,369	797,575	150,000	\$ 5.32
Year 6 805,000	985,383		646,370	145,433	1,007,261	783,122	150,000 100,000	\$ 5.22
<u>Year 5</u> 805,000	956,682		636,818	143,284	992,375	769,308	150,000	\$ 5.13
Year 4 805,000	928,818		627,407 209,136	141,107	977,709	756,109	150,000 100,000	\$ 5.04
Year 3 805,000	901,765		618,135 206,045 139,080	000,000	963,260	743,505	150,000 100,000	\$ 4.96
Year 2 805,000	875,500 1,680,500		609,000 203,000 137,025		949,025	731,475	150,000 <i>100,000</i>	\$ 4.88
Year 1 805,000	1,655,000	enues:	600,000 200,000 135,000		935,000	720,000	150,000 1 <i>00,000</i>	**************************************
Capital Amortization Coverage Factor Less: PFCs	O&Ms Requirement	Incremental Indirect Airline Revenues;	- Parking - Rental Car - Terminal Concessions	S. C.	COCCIG	Net FIS Requirement	International EPAX Incremental EPAX for LGB	FIS Requirement per IEPAX

Coverage Factor Required?

0 (1 = Yes; 0 = No)

Long Beach Airport

FIS Financial Feasibility Study

Table 2A: JetBlue Traffic & Slot Utilization - Potential

	Available	Domestie 1>	Unused	Max Slot Utilization	Potential Slots	Assumed 3 International Flights/Day
October	992	787	206	95%	195	93
November	960	767	193	95%	183	90
December	992	792	201	95%	190	93
January	992	775	217	95%	206	93
February	896	709	187	95%	178	84
March	992	779	214	95%	203	93
April	960	774	187	95%	177	90
May	992	854	138	95%	131	93
June	960	885	75	95%	71	90
July	992	932	60	95%	57	93
August	992	928	65	95%	- 61	93
September	960	748	212	95%	201	90
TOTAL	11,680	9,728	1,953		1,855	1,095
Seats per Aircraft Load Factor						150 90%
Potential Internat	ional EPAX		44.44.44.44.44.44.44.44.44.44.44.44.44.			147,825

^{1&}gt; Assumes domestic slot use is the average of FY2012 and FY2013 levels.

Long Beach Airport

FIS Financial Feasibility Study

Table 2B: JetBlue Traffic & Slot Utilization - FY2012 & 2013

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FY 2013		Available	Uggd	Unused	Potential	Aetral	Mesed	Local Pageon	Uffication
October		992	698	294	132,432	92,684	39,748	88.5%	70.4%
November		960	701	259	126,720	92,734	33,986	88.2%	73.0%
December		992	723	269	126,480	92,054	34,426	84.9%	72.9%
January		992	719	273	129,456	93,537	35,919	86.7%	72.5%
February		896	641	255	115,584	83,016	32,568	86.3%	71.5%
March		992	719	273	130,944	95,136	35,808	88.2%	72.5%
April		960	711	249	129,600	95,495	34,105	89.5%	74.1%
May		992	795	197	130,944	104,600	26,344	87.7%	80.1%
June		960	841	119	129,600	113,120	16,480	89.7%	87.6%
July	*	992	917	75	130,944	121,044	9,900	88.0%	92.4%
August	*	992	908	84	130,944	119,856	11,088	88.0%	91.5%
September	* .	960	727	233	126,720	95,964	30,756	88.0%	75.7%
TOTAL		11,680	9,100	2,580	1,540,368	1,199,240	341,128	87.9%	77.9%
Utilization			77.9%						
			Slogs	-	Fools	ned Passens	revis	Actual	Siot
FY 2012		Available	Used	Unused	Potential:	Actual	Missed	Load Factor	Utilization
1 1 24 12		erriniale.	2020			ALALIE .		04.00/	00.00/

		Slois		Engl	aned Passen	gens	Actual	Slot
FY 2012	Available	Used	Unused	PotentialF	Actual	Missed	Load Factor	Utilization
October	992	875	117	122,016	107,484	14,532	81.9%	88.2%
November	960	833	127	119,520	103,717	15,803	83.0%	86.8%
December	992	860	132	122,016	105,931	16,085	82.1%	86.7%
January	992	831	161	120,528	100,849	19,679	80.9%	83.8%
February	896	777	119	110,208	95,454	14,754	81.9%	86.7%
March	992	838	154	130,944	110,210	20,734	87.7%	84.5%
April	960	836	124	128,160	111,683	16,477	89.1%	87.1%
May	992	913	79	130,944	120,462	10,482	88.0%	92.0%
June	960	929	31	131,040	126,682	4,358	90.9%	96.8%
July	992	947	45	132,432	126,838	5,594	89.3%	95.5%
August	992	947	45	133,920	128,127	5,793	90.2%	95.5%
September	960	769	191	122,400	97,826	24,574	84.8%	80.1%
TOTAL Utilization	11,680	10,355 <i>88.7%</i>	1,325	1,504,128	1,335,263	168,865	86.0%	88.7%

Average - Unutilized Capacity	1,953	254,997	87.1%
			nomenuments

Adjustment Factor:

60%

From the state of	153.000
Potential International EPAX - Improved Slot Utilization	100,000
Part Barrier - William Control - William - Wil	

Long Beach Airport

FIS Financial Feasibility Study

Table 3: Capital & Operating Cost Assumptions

	3	AIRPORT STIMATE - Bas Scenario	9	3	JETBLUE STIMATE - Low Scenario
1) FIS Facility Square Footage:	<u> </u>			Secretary.	
Entry Corridor		5,27	0		
General Areas - FIS Facility		19,53	0		
Corridor between Entry/Exit		3,14			
Internal Corridor		1,00			
Secondary Area	***************************************	2,15	8		
Total Area		31,11	0 s.f.		
Source: Jacobus & Yuang, Inc. Budgetary Opinion of Probab	le Cost, dated July 2	2, 2013			
2) Project Cost Estimate & Additional Square Footage	e Estimates				
Decise	#*·	Cost		***************************************	Cost
Design	\$	1,620,000			950,000
FIS Summary - Construction Cost Utility Coordination	5%	10,800,000 540,000			6,330,000 320,000
Construction Management	7.5%	810,000			480,000
Testing/Inspection	7.5%	810,000			480,000
Plan Check/Permit	2.5%	270,000			160,000
Project Sub-Total	\$	14,850,000	F	\$	8,720,000
Public Works/Financial Management Overhead	7.34%	1,090,000			650,000
TOTAL PROJECT COSTS	\$	15,940,000		\$	9,370,000
Source: 20130730 - FIS Feasibility Cost (LGB).xls, dated 7/30	/13				
Potential PFC Funding		3,000,000			3,000,000
Net Project Costs	\$	12,940,000		\$	6,370,000
3) Annual Amortization of FIS Investment:					
Construction Period			year		1 year
Term:			years		12 years
Amortization Rate:		6.00%			6.00%
Capitalized Interest		776,400			382,200
Total Project Cost	\$	13,716,400		\$	6,752,200
Capital Amortization	**	1,636,000		\$	805,000
) Annual O&M Estimate:					
Custodial Service	\$	19.76	per F. Pena		
Utilities		5.00	•		
Other		2.50			
O&M per s.f.	\$	27.26			
Annual O&M Expenses	\$	848,183			
say,	\$	850,000			

5) Annual Inflation:

3.0%

Long Beach Airport FIS Financial Feasibility Study Table 4: Other Assumptions

1) Indirect Revenues per EPAX

	- Parking	\$ 6.00
	- Rental Car	\$ 2.00
	- Terminal Concessions	\$ 1.35
2)	PFCs (Net) PFC Collection Factor	\$ 4.39 97%
	Available PFCs*:	\$ 3,000,000.00

^{*} Balance of PFCs (at the \$4.50 level) are fully committed for the Series 2010 debt service and planned CIP projects.

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		,	