

SB

216

HFIN

FILE

FISCAL NOTE

STATE OF ALASKA
2003 LEGISLATIVE SESSION

Fiscal Note Number: 1
 Bill Version: SB 216
 (S) Publish Date: 5/9/03

Revision Date/Time (Note if correction): _____ Dept. Affected: Revenue
 Title International Airport Revenue Bonds BRU Revenue Operations
 Component Treasury Division
 Sponsor House Rules
 Requester Governor Component No. 121

Expenditures/Revenues (Thousands of Dollars)

Note: Amounts do not include inflation unless otherwise noted below.

OPERATING EXPENDITURES	FY 2004	FY 2005	FY 2006	FY 2007	FY 2008	FY 2009
Personal Services						
Travel						
Contractual	1,532.0					
Supplies						
Equipment						
Land & Structures						
Grants & Claims						
Debt Service	6,281.0	6,281.0	6,281.0	6,281.0	6,281.0	6,281.0
TOTAL OPERATING	7,813.0	6,281.0	6,281.0	6,281.0	6,281.0	6,281.0

CAPITAL EXPENDITURES						
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CHANGE IN REVENUES ()						
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FUND SOURCE (Thousands of Dollars)

1002 Federal Receipts						
1003 GF Match						
1004 GF						
1005 GF/Program Receipts						
1037 GF/Mental Health						
Int Airport Construction Fund	7,813.0	6,281.0	6,281.0	6,281.0	6,281.0	6,281.0
TOTAL	7,813.0	6,281.0	6,281.0	6,281.0	6,281.0	6,281.0

Estimate of any current year (FY2003) cost: 0.0

Mark this box (X) if funding for this bill is included in the Governor's FY 2004 budget proposal:

POSITIONS

Full-time						
Part-time						
Temporary						

ANALYSIS: (Attach a separate page if necessary)

This bill will increase the cumulative authorization for international airport revenue bonds, allowing for the sale of up to \$76,600,000 in revenue bonds to support capital improvement programs for FY 04 through FY 06 at the Ted Stevens International Airport and Fairbanks International Airport collectively the Alaska International Airport System (AIAS).

Revenue bond funding allows annual debt service to be paid through airline rates and fees spread over time.

Assuming an interest rate of 6.5%, and a 25-year term, annual debt service would be approximately \$6.3 million per year in FY 2005 through FY2029. Issuance costs are approximately 2% of bonds issued.

Prepared by: Steve Porter, Deputy Commissioner Phone 465-2365
 Division: Department of Revenue Date/Time 5/8/03 4:57 PM
 Approved by: Bill Corbus, Commissioner Date 5/8/2003
 Agency: Department of Revenue

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May 8, 2003

The Honorable Gene Therriault
President of the Senate
Alaska State Legislature
State Capitol, Room 107
Juneau, AK 99801-1182

Dear President Therriault:

Under the authority of art. III, sec. 18, of the Alaska Constitution, I am transmitting a bill relating to bond funding of capital improvements for the Alaska International Airports System.

The bill increases the cumulative authorization for international airports revenue bonds, allowing the sale of up to \$76,600,000 in new revenue bonds to support capital improvement programs for FY 04 through FY 06 at the Ted Stevens Anchorage International Airport and Fairbanks International Airport, referred to collectively as the Alaska International Airports System (AIAS), and certain passenger terminal renovation work at the Ted Stevens Anchorage International Airport.

Funding for operations and capital improvements of the AIAS is obtained from charges for the use of airport facilities, primarily paid by commercial airlines. The AIAS and the airlines that are signatories to the International Airports System Operating Agreement have agreed to a capital improvement program approved by the signatory airline ratepayers under the operating agreement. Under the operating agreement, effective from September 1, 2001 through June 30, 2006, the AIAS has shifted from cash funding long-term projects in advance through annual capital charges paid by the airlines through rates and fees, to revenue bond funding for most projects. Revenue bond funding allows annual debt service to be paid through airline rates and fees spread over longer periods of time, such as the useful life of airport projects. The bonds are not a general obligation of the state, and the state does not pledge its faith and credit to the payment of the bonds. The issuance of the bonds does not directly or indirectly or contingently obligate the state or any political subdivision thereof to apply money from, or levy or pledge, any form of taxation whatever to the payment of the bonds.


The Honorable Gene Therriault
May 8, 2003
Page 2

Additional bond authorization under AS 37.15.410 was granted in 2001 to implement the capital improvement program for the first two years of the Operating Agreement. Additional bond authorization is now required to finance the continuation of the capital improvement program. AS 37.15.410 currently authorizes the state to issue up to \$447,900,000 of revenue bonds to support airport projects. This authority, cumulative since the inception of AS 37.15.410, will be exhausted by June 30, 2003, with outstanding bond principal standing at \$368,200,000.

The authority sought in this bill would increase the bond authorization limit to finance three more years of capital improvements at both the Ted Stevens Anchorage International Airport and Fairbanks International Airport, as well as completion costs of the redevelopment of Concourse C at the Ted Stevens Anchorage International Airport passenger terminal. By covering these needs in a single new bond issue, the state would be able to reduce costs related to the debt issuance.

The Alaska International Airports System is an increasingly vital and growing part of our economic engine. The airports system and the state's major air carriers propose to continue developing our world-class international airports through the implementation of the International Airports Operating Agreement, supported by the issuance of these additional revenue bonds. In order to assure timely project development, I urge your prompt and favorable action on this measure.

Sincerely,



Frank H. Murkowski
Governor



Alaska International Airports System Business Planning Information

Presentation to State of Alaska Legislature

May 9, 2003



Overview

- **Aviation Industry Outlook**
 - Federal Airline Assistance
 - Commercial Carriers
 - Cargo Carriers
- **Alaska Economic and Demographic Overview**
- **AIAS Aviation Activity**
- **AIAS Airport Operating Agreement (AOA) and Bond Resolution**
- **AIAS Plan of Finance**
 - Sources of Funds
 - Series 2004 AIAS Revenue Bonds
 - Future Series AIAS Revenue Bonds
 - Landing Fees
 - Terminal Rentals Rates
- **Comparative Airport Data**



Industry Outlook

Federal Airline Assistance

Airlines will be getting additional federal assistance....

➤ **Airline Improvement Program**

- Provides funding for planning and development at airports.
- \$3.4 billion appropriated for 2003 and now in authorization hearings.

➤ **Emergency Wartime Supplemental Appropriations Act**

- H.R. 1559 signed April 16, 2003
- \$3.5 billion assistance for the airline industry
- Of \$665.0 million earmarked for the TSA, \$235.0 million is specified for airport explosive detection systems



Industry Outlook

Commercial Carriers

- **The Changing North American Market**
 - Expansion of low fare carriers (Southwest, jetBlue) into long-haul markets.
 - Mainline hub carriers realigning regional flights (short-haul markets)
 - Increasing role of regional jets
 - Longer-haul transcontinental routes – new aircraft

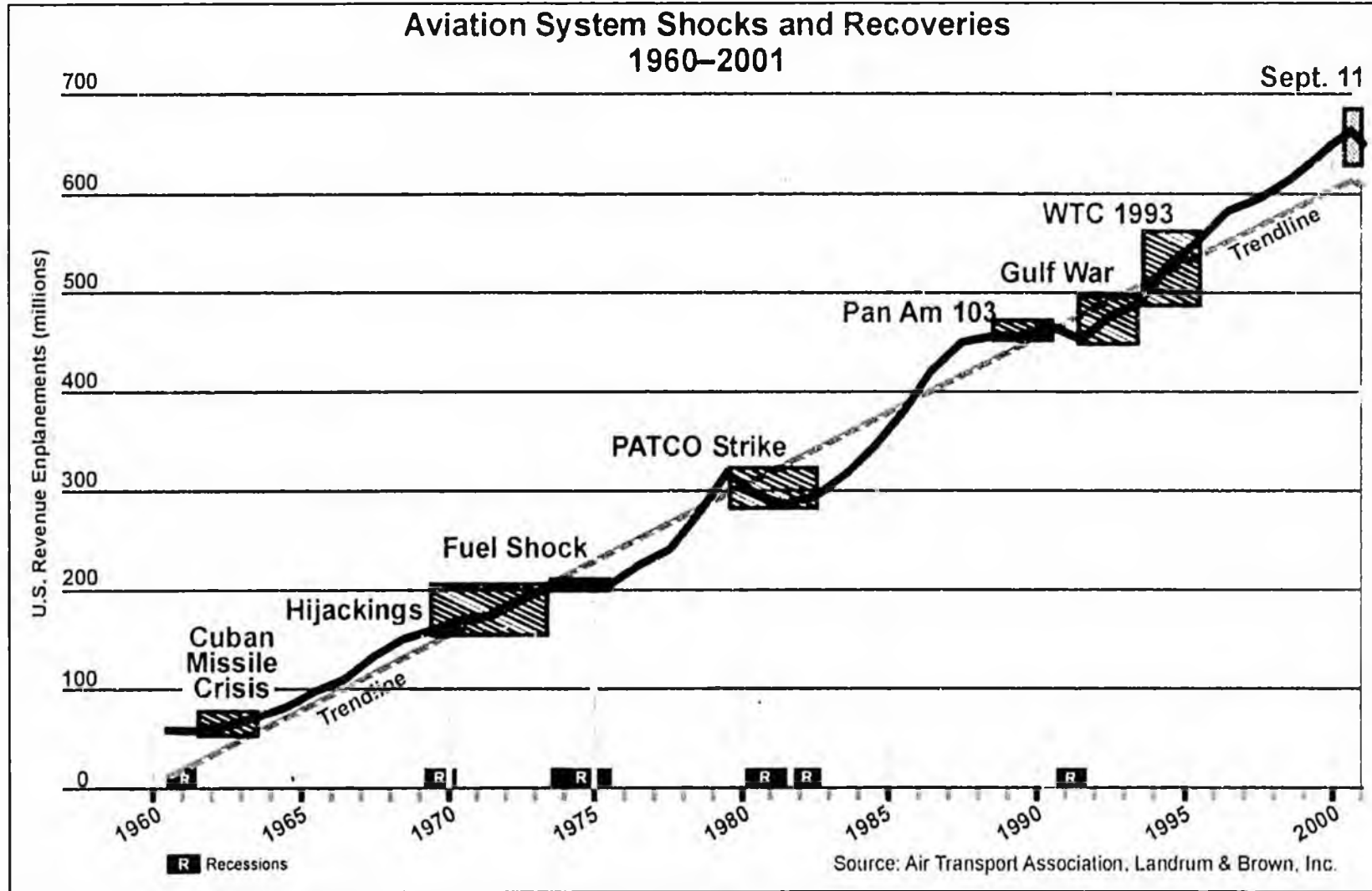
- **Key Elements to Recovery**
 - Capacity Reduction
 - Restructured Labor Agreements
 - Re-aligned Hub Networks

- **Near Term Forecast**
 - Potential bankruptcy scenarios will continue to be evaluated
 - Demand/capacity managed through continuing schedule reductions
 - Industry recovery should occur in 2005



Industry Outlook

Commercial Carriers





Industry Outlook

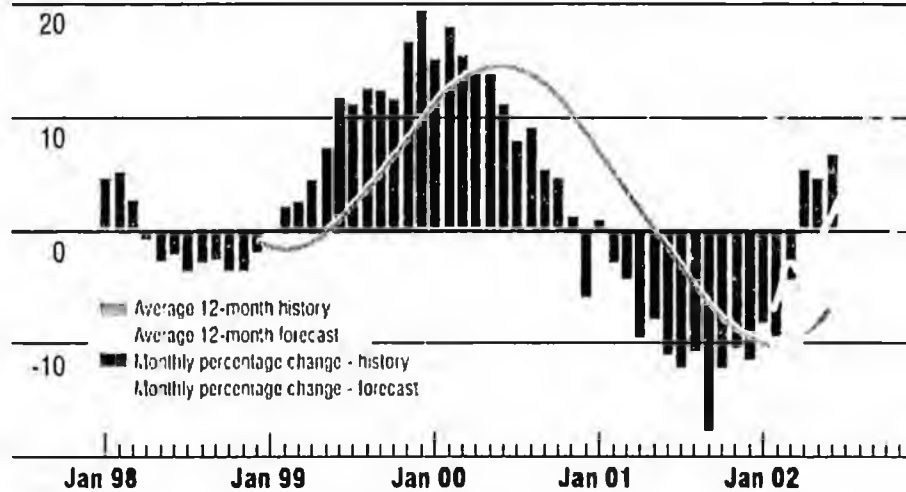
Cargo Carriers

Cargo markets contracted during the recent recession...

.....but the future forecast remains strong, especially for the markets served from AIAS.

Major Air Cargo Markets Severely Contracted in 2001

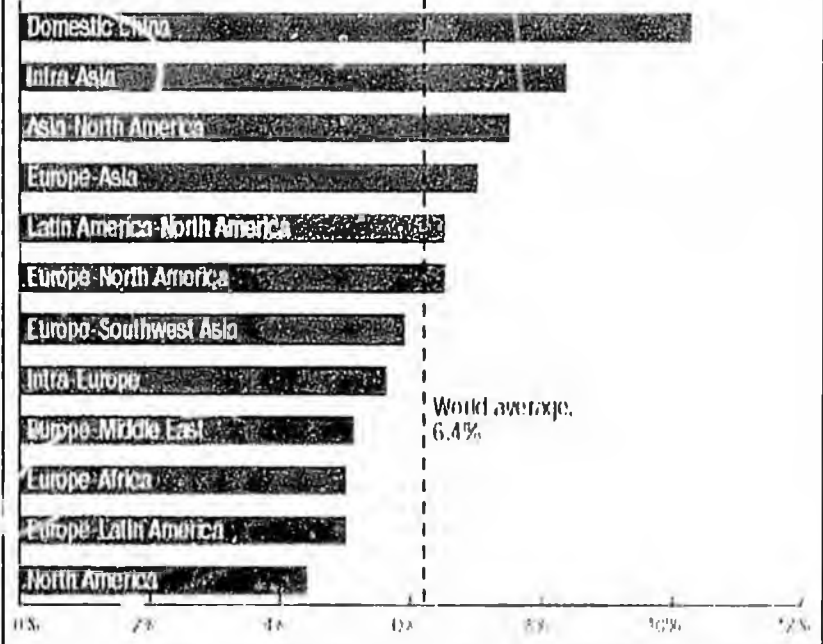
Monthly percentage of change over prior year



Source: U.S. Department of Commerce, APA, ALA, AIA and the Boeing World Air Cargo Forecast

Asia cargo markets lead industry growth

Growth, percentage 2001-2002



Source: Boeing "World Air Cargo Forecast 2002-2003", Sept. 2002



AIAS Aviation Activity Enplanements

Passenger traffic has recovered more quickly than expected...

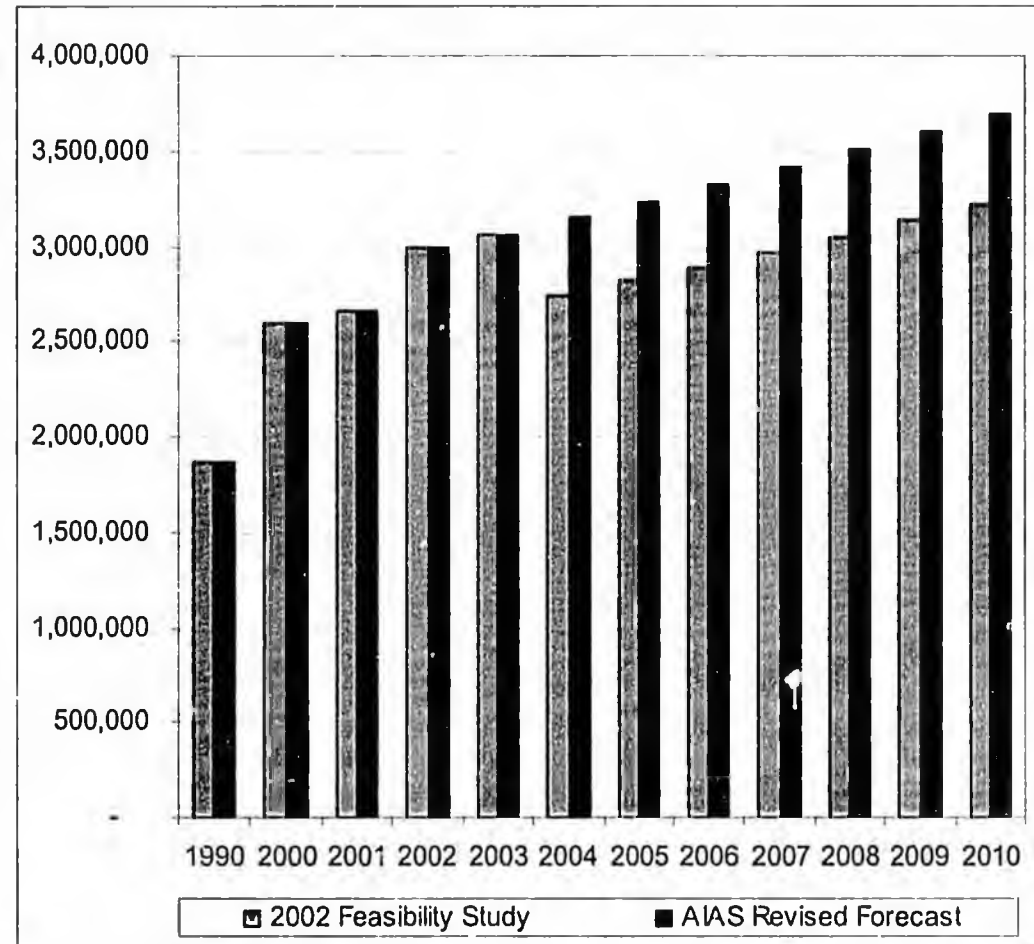
Year	2002 Feasibility Study	AIAS Revised Forecast
1990A	1,867,281	1,867,281
2000A	2,593,585	2,593,585
2001A	2,658,282	2,658,282
2002A	2,995,458	2,995,458
2003EA	3,064,810	3,064,810
2004F	2,747,000	3,148,000
2005F	2,815,000	3,234,000
2006F	2,892,000	3,322,000
2007F	2,971,000	3,413,000
2008F	3,052,000	3,506,000
2009F	3,135,000	3,602,000
2010F	3,221,000	3,700,000

Average Annual Growth Rates		
1990 - 2002	4.0%	4.0%
2002 - 2007	-0.2%	2.6%
2007 - 2010	2.7%	2.7%
1990 - 2010	2.8%	3.5%

A = Actual

EA = Estimated Actual

F = Forecast





AIAS Aviation Activity

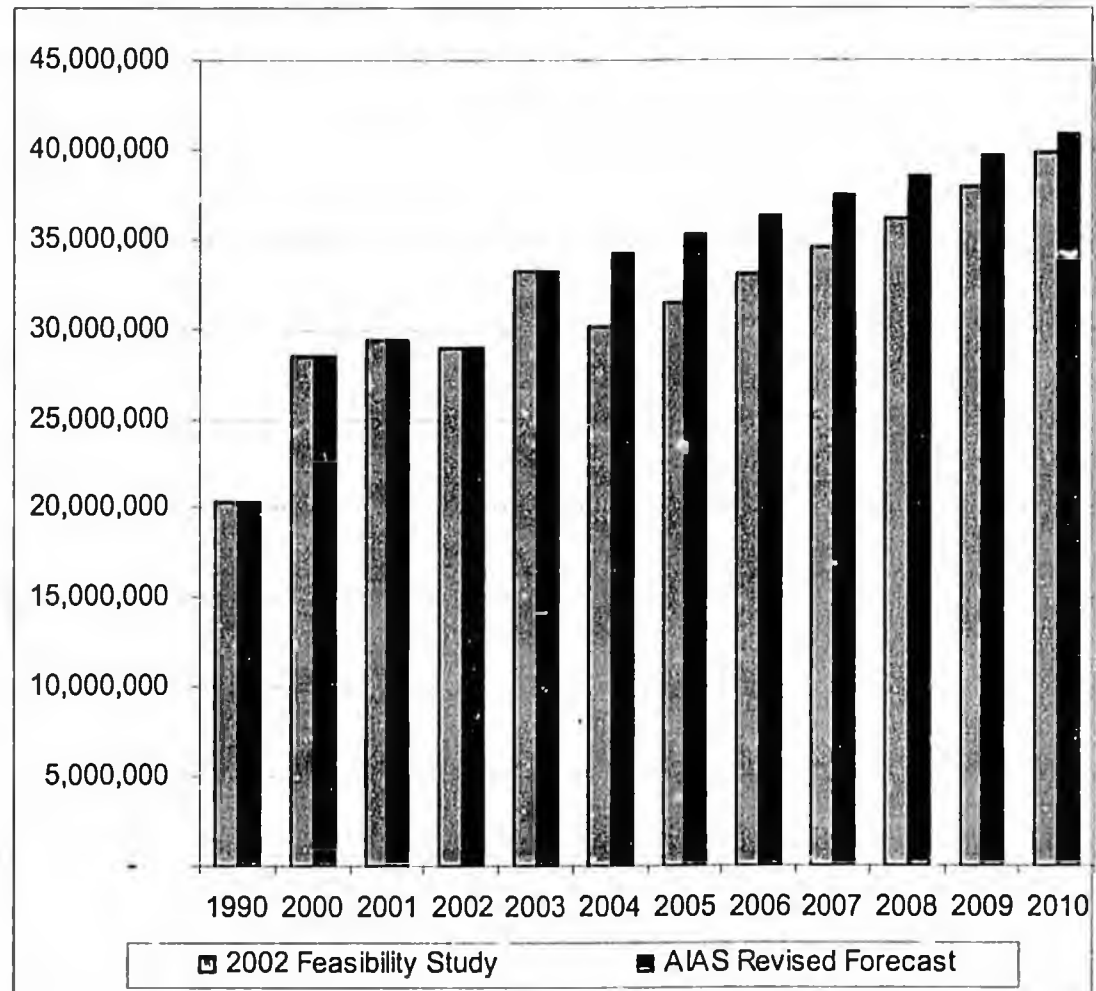
Total Gross Take Off Weight

Year	2002 Feasibility Study	AIAS Revised Forecast
1990A	20,347,453	20,347,453
2000A	28,404,211	28,404,211
2001A	29,422,940	29,422,940
2002A	28,937,906	28,937,906
2003EA	33,252,888	33,252,888
2004F	30,060,000	34,250,000
2005F	31,473,000	35,278,000
2006F	32,977,000	36,336,000
2007F	34,557,000	37,426,000
2008F	36,219,000	38,549,000
2009F	37,967,000	39,705,000
2010F	39,805,000	40,896,000
Average Annual Growth Rates		
1990 - 2002	3.0%	3.0%
2002 - 2007	3.6%	5.3%
2007 - 2010	4.8%	3.0%
1990 - 2010	3.4%	3.6%

A = Actual

EA = Estimated Actual

F = Forecast





AIAS Aviation Activity

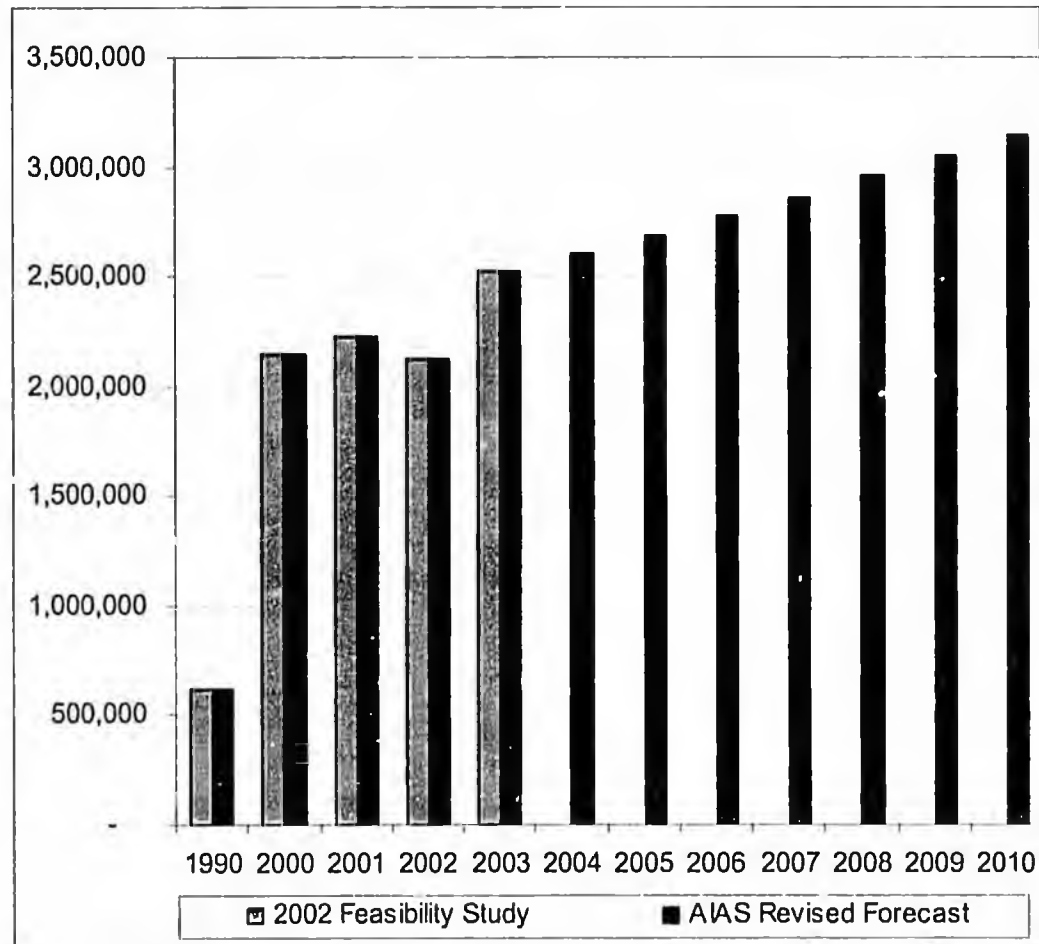
Air Cargo Tonnage

Year	2002 Feasibility Study	AIAS Revised Forecast
1990A	622,949	622,949
2000A	2,148,048	2,148,048
2001A	2,227,895	2,227,895
2002A	2,119,877	2,119,877
2003EA	2,523,783	2,523,783
2004F	-	2,605,000
2005F	-	2,688,000
2006F	-	2,774,000
2007F	-	2,863,000
2008F	-	2,955,000
2009F	-	3,050,000
2010F	-	3,148,000
Average Annual Growth Rates		
1990 - 2002	10.7%	10.7%
2002 - 2007	N/A	6.2%
2007 - 2010	N/A	3.2%
1990 - 2010	N/A	8.4%

A = Actual

EA = Estimated Actual

F = Forecast



The 2002 Feasibility Study did not forecast air cargo tonnage.



AIAS Plan of Finance

AOA

- Negotiated in 2001 to replace outdated agreement with airlines
- **Defines Airline Rates and Charges Methodology:**

M&O Expenses	+	Annual Debt Service	+	Fund Deposit Requirements	-	Non-Airline Revenues	=	Net Airline Requirement
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Net Airline Requirement - collected through Landing Fees, Terminal Rentals, Common Use Premises Charges, FIS Fees, Aircraft Ramp Rentals, Airport Administered Premises Charges, Aircraft Parking Charges.

- Creates five Administrative Reserve Funds
- Obligates the airlines to pay AIAS Revenue Bonds through rates and charges
- Establishes Capital Project consultation procedures
- Establishes Airline lease obligations and accommodation procedures

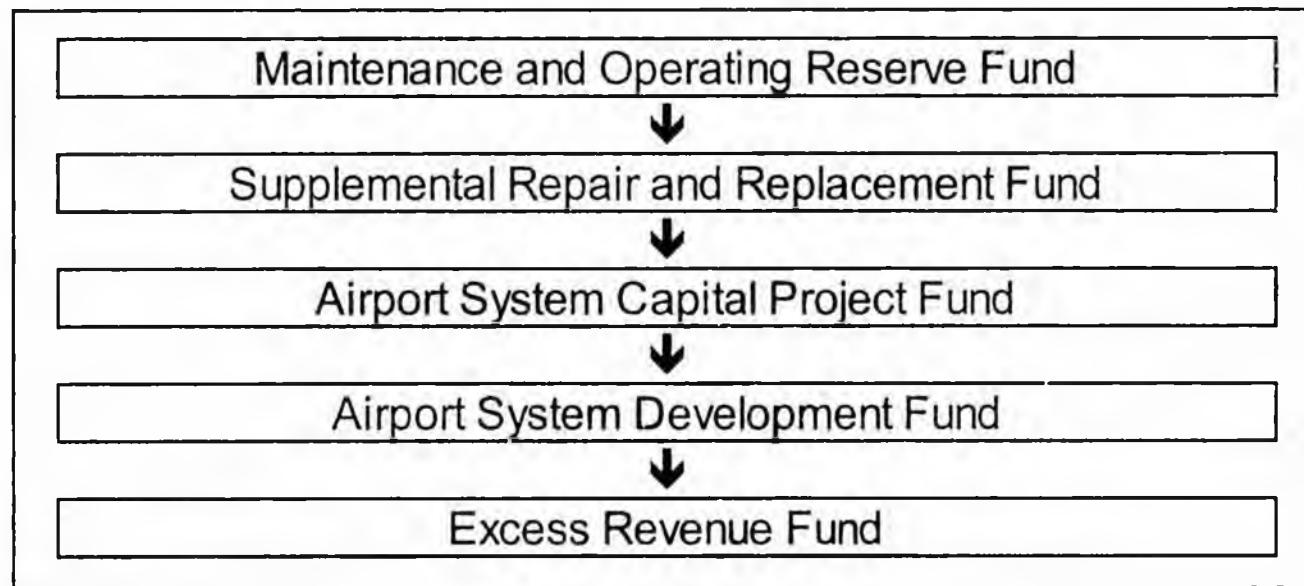


AIAS AOA and Bond Resolution

AOA

➤ Administrative Reserve Funds

- Negotiated as part of the new AOA, in part to improve bond ratings
- Subordinate to funds established in AIAS Bond Resolution
- Debt service is paid even before AIAS Maintenance and Operating Expenses





AIAS AOA and Bond Resolution

Bond Resolution

- **All AIAS Revenues are pledged to make AIAS Revenue Bond payments**

- **Rate Covenant:**
 - Commissioner of DOT&PF is required to fix and collect such fees, charges and rentals from use of the AIAS Airports so that Net Revenues in each fiscal year are at least equal to 1.25 times Aggregate Annual Debt Service plus deposit requirements in the Reserve Account and the Repair and Replacement Fund. (FY05 - \$38.7 Million)

- **Additional Bonds Test (Future Parity Bonds) Requires:**
 - Authorizing Legislation
 - Commissioner finding that proceeds will be expended on necessary projects
 - State is in compliance with all covenants of Bond Resolution
 - State certifies that Net Revenues during next three years equal to at least 1.25 times Aggregate Annual Debt Service



AIAS AOA and Bond Resolution

Bond Resolution

➤ Security for the Bonds – 1999 and 2002 Bond Resolution

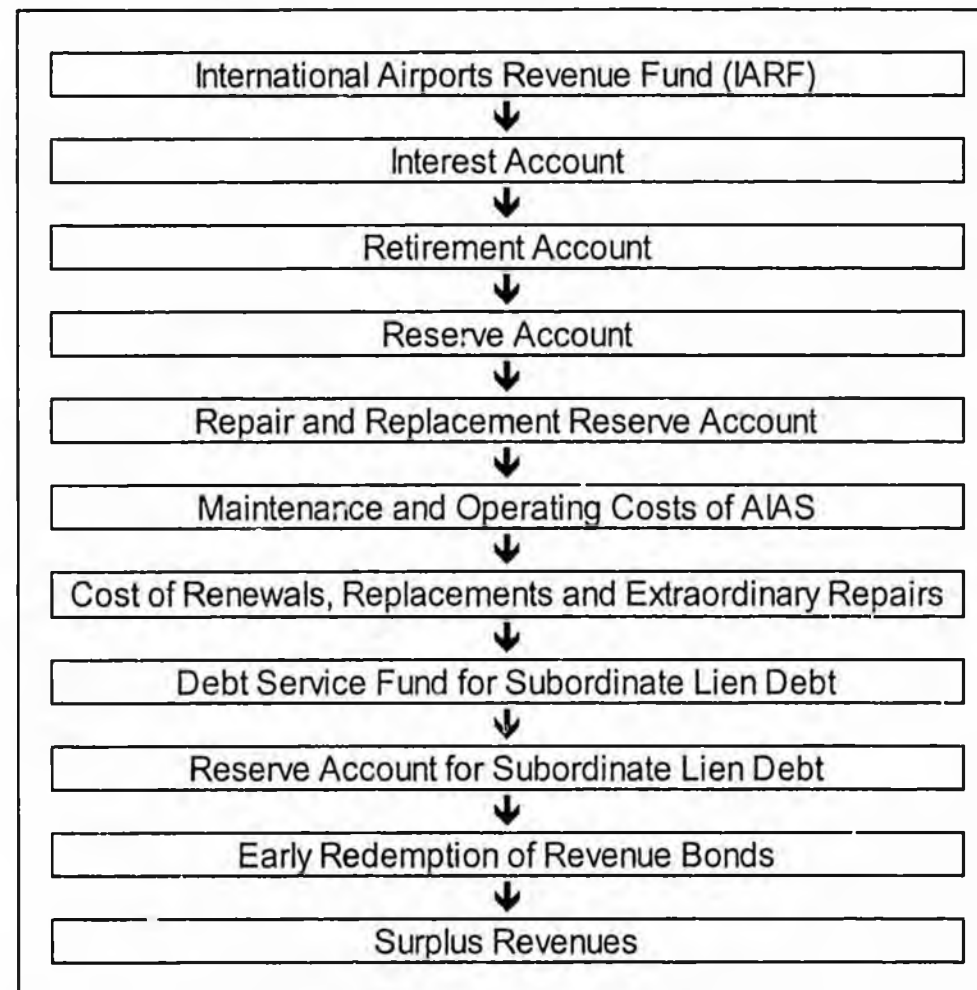
“The Bonds are not a general obligation of the State, and the State does not pledge its faith and credit to the payment of the Bonds. The issuance of the Bonds does not directly or indirectly or contingently obligate the State or any political subdivision thereof to apply money from, or levy or pledge, any form of taxation whatever to the payment of the Bonds.”



AIAS AOA and Bond Resolution

Bond Resolution

➤ Flow of Funds





AIAS AOA and Bond Resolution

➤ **Relationship of AOA to State Bond Resolution:**

- The AOA states explicitly that it is subordinate in all respects to the State's Bond Resolution, and that all AIAS Revenues collected by DOT&PF shall be applied as set forth in the Bond Resolution.
- The Bond Resolution states that all AIAS Revenues are pledged to payment of the AIAS Revenue Bonds.
- These two provisions protect both the State and investors, and are standard industry language for airport owners that issue airport revenue bonds.



AIAS Plan of Finance

Sources of Funds

➤ International Airport Revenue Fund (IARF)

- Includes AIAS Development Fund established in AOA (\$6.0 million annually)

➤ AIAS Revenue Bonds:

Outstanding Bonds	Issue Date	Original Principal Amount	Annual Debt Service Payment	Moody's Credit Rating
Series 1993 I	08/01/93	\$34.8 million	\$2.3 million	Aaa
Series 1999 A	01/15/99	\$162.5 million	\$11.8 million	Aaa
Series 1999 B	01/15/99	\$16.7 million	\$1.2 million	Aaa
Series 1999 C	10/01/99	\$25.0 million	\$2.0 million	Aaa
Series 2002 A	04/01/02	\$13.1 million	\$3.6 million (1)	Aaa
Series 2002 B	04/01/02	\$127.7 million	\$10.4 million (1)	Aaa
Total		\$379.8 million (2)	\$31.6 million	

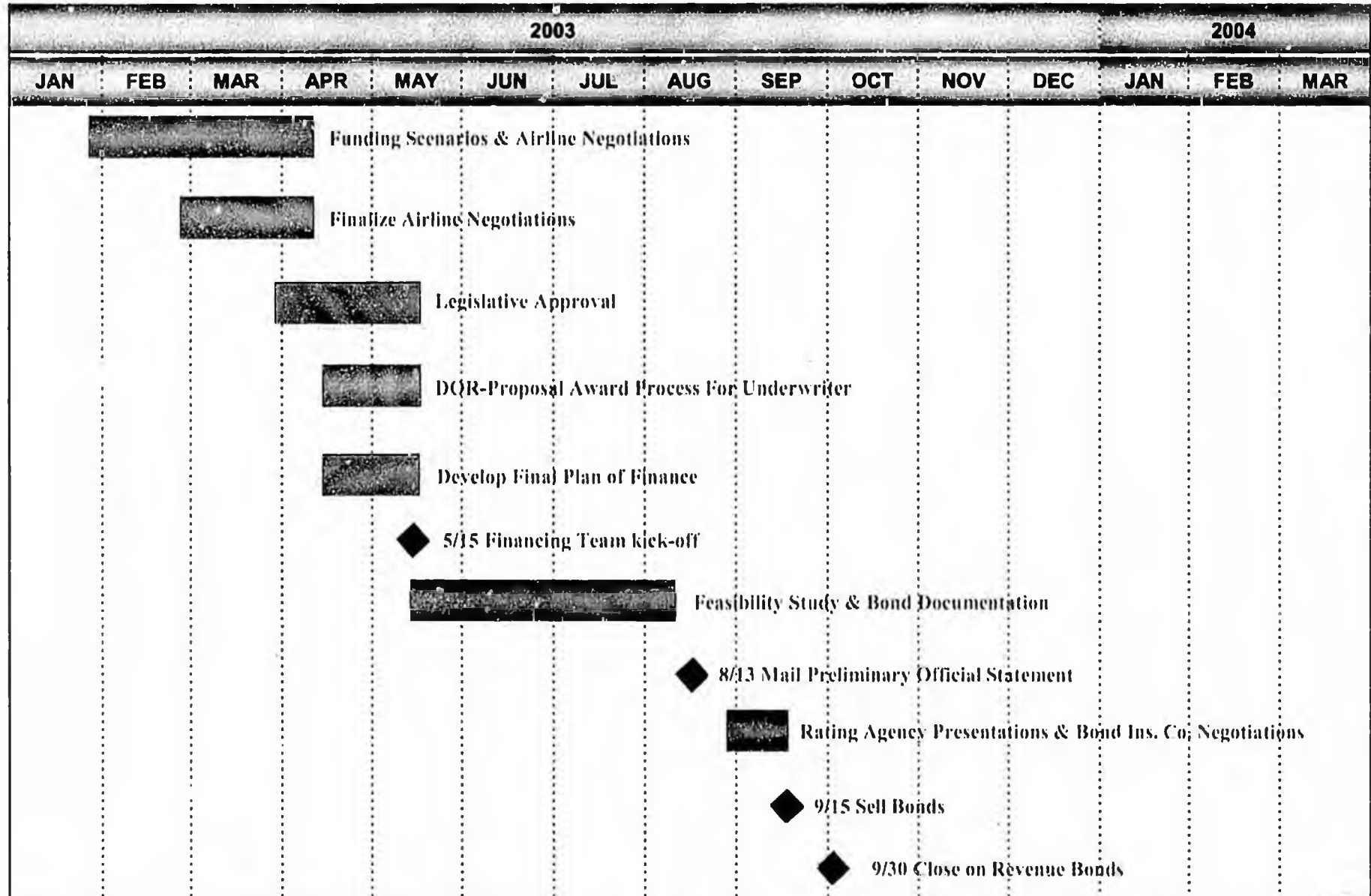
(1) Maximum Annual Debt Service Payment.

(2) Outstanding Principal Amount \$368.2 million as of 6/30/02



AIAS Plan of Finance

Series 2004 AIAS Revenue Bonds





AIAS Plan of Finance

Series 2004 AIAS Revenue Bonds

(in millions)

TRP Project Funding Requirement - FY04	\$50.0
Less:	
Contribution From IARF	(2.0)
Contribution FY02-FY03 CIP	0.0
TRP Net Project Funding Requirement - FY04	<u>\$48.0</u>
CIP Project Funding Requirement - ANC FY04	\$18.4
Less:	
Contribution FY02-FY03 CIP	(1.0)
PFC Funded Portion of FY04-FY06 CIP	(7.4)
CIP Net Project Funding Requirement - ANC FY04	<u>\$10.0</u>
CIP Project Funding Requirement - FAI FY04	\$3.5
Total Project Funding Requirement - FY04	<u>\$61.5</u>
Other Financing Costs	<u>15.1</u>
Total TRP and CIP Bond Funding Requirement - FY04	<u><u>\$76.6</u></u>



AIAS Plan of Finance

Future Series AIAS Revenue Bonds

(in millions)

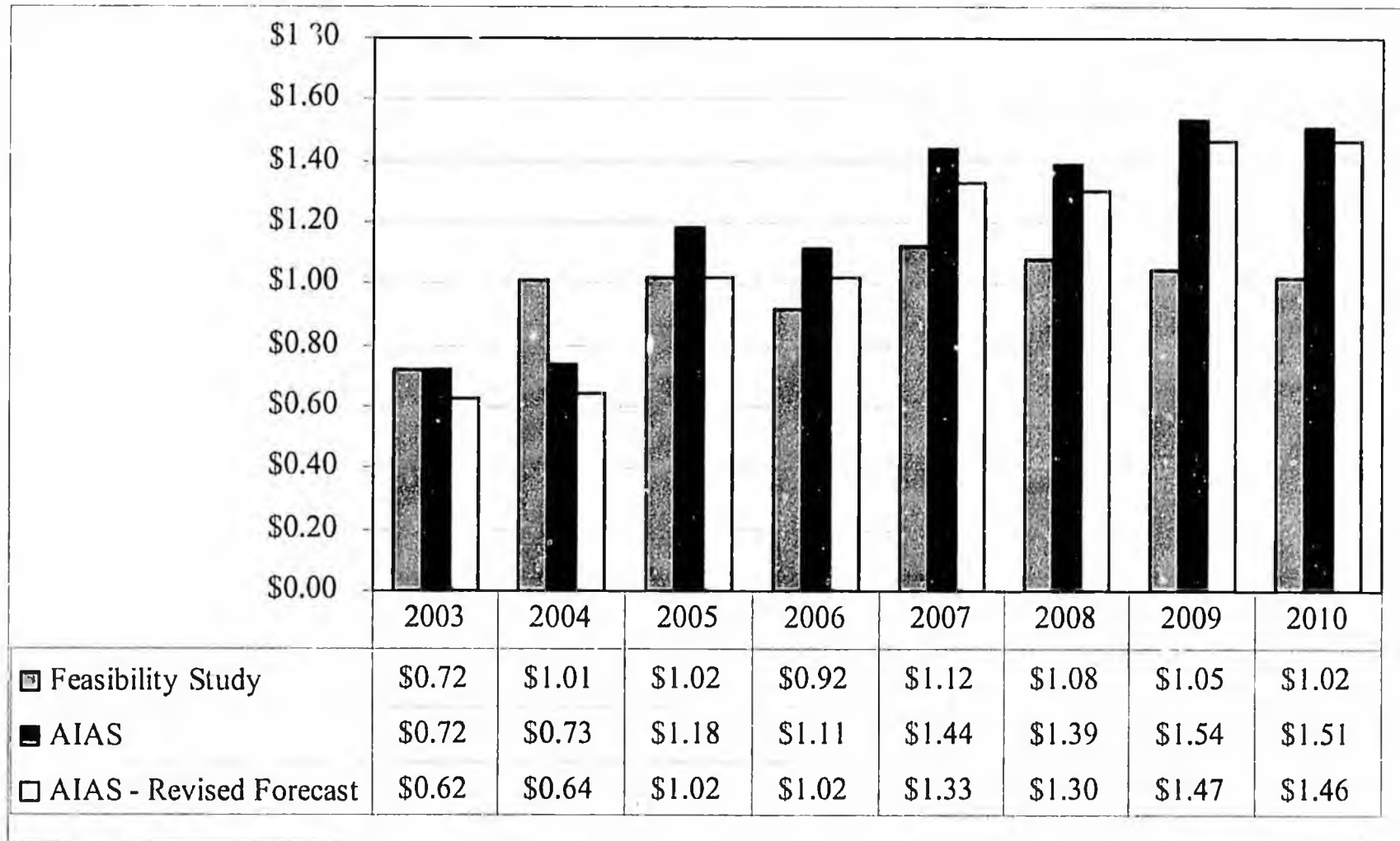
TRP Project Funding Requirement - FY05	\$108.0
Other Financing Costs	30.9
Total TRP Bond Funding Requirement - FY05	<u>\$138.9</u>
CIP Project Funding Requirement - ANC FY07	\$58.2
Defer FY02-FY03 Project until FY07	1.0
CIP PFC Funded Portion of FY04-FY06	2.2
CIP Net Project Funding Requirement - ANC FY07	<u>\$61.4</u>
Other Financing Costs	18.4
Total CIP Bond Funding Requirement - FY07	<u>\$79.8</u>
Total TRP and CIP Bond Funding Requirements - FY04-FY07	<u><u>\$295.3</u></u>



AIAS Plan of Finance

Landing Fees

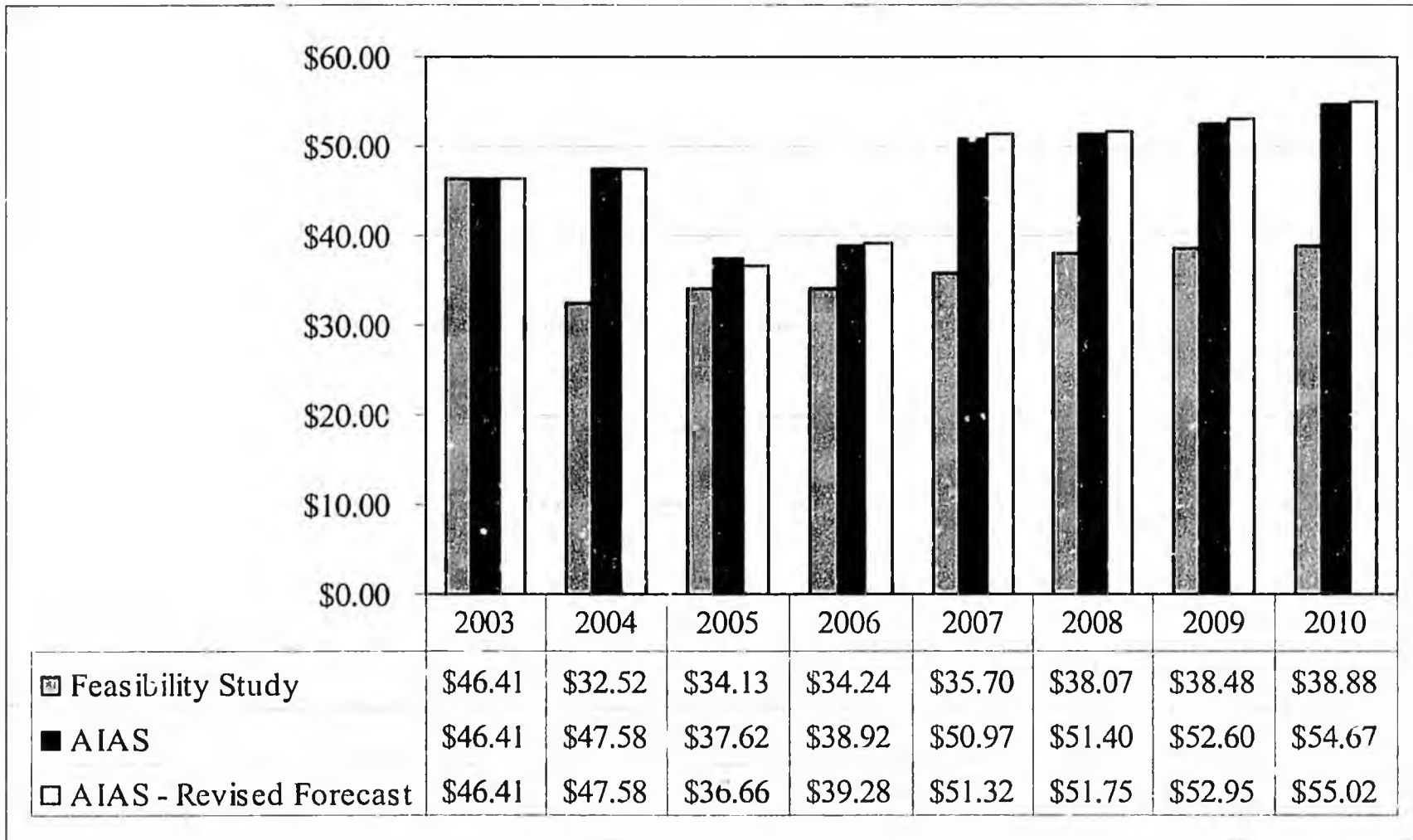
(per 1,000 lbs)





AIAS Plan of Finance

Terminal Rental Rate





Comparative Airport Data

Comparable airports are proceeding with development plans...

Airport	Recent Financings (CY2002 - Present)			Development Program
	Sale Date	Rating	Amount	
AIAS	03/28/02	Aaa	\$140.8	Terminal Redevelopment Program
Louisville	09/23/02	Aaa	\$84.3	Terminal Expansion
Memphis	01/08/03	A2	\$22.1 ⁽¹⁾	Airfield/Taxiway/New Parking Facility
	11/20/02	Aaa	\$23.2 ⁽¹⁾	
Oakland	09/24/02	Aaa	\$121.5 ⁽¹⁾	Concourse Renovation
	07/24/02	Aaa	\$620.0	
Portland	no recent bond issues			Terminal Expansion, Airfield renovations
Sacramento	07/25/02	Aaa	\$91.8	Terminal Expansion
San Francisco	12/18/02	Aaa	\$157.0 ⁽¹⁾	Ground Transportation Improvements
	02/28/02	Aaa	\$365.0 ⁽¹⁾	
San Jose	12/04/02	Aaa	\$91.6	New Terminal
Seattle	11/14/02	Aaa	\$230.6 ⁽²⁾	Third runway, Terminal Expansion

(1) Refunding Bonds

(2) Series 1999, remarked

“Over 2002-2010, at least \$30 billion in major infrastructure improvements are planned in the major airlines’ hub airports....” -- Salomon Smith Barney “2002 Hub Factbook”



Comparative Airport Data

Debt Comparison

The debt load of any individual airport depends on where it is in its development cycle...

Airport	Estimated Annual Debt Service FY2003 (in millions)	Estimated Debt Service per Enplanement FY2003
AIAS	\$19.5	\$7.40
Louisville	\$42.1	\$24.76
Memphis	\$87.2	\$17.48
Oakland	\$207.9	\$37.69
Portland	\$43.0	\$7.41
Sacramento	\$25.2	\$6.24
San Francisco	\$432.3	\$30.88
San Jose	\$27.8	\$5.13
Seattle (1)	\$69.2	\$5.45

(1) Seattle cost per enplanement in FY03 is \$9.31 and is forecast to increase to \$20.75 in FY07

As of fiscal year ending June 2002, except Seattle, FY ending 12/31/02

Source: Financial data from DOT Form 127. Enplanement data from U.S. DOT as compiled by Data Base Products, Inc.



Comparative Airport Data

Top 10 New Money Bond Issues at Other Airports Since Sept. 11th

		(in millions)
07/24/02	Port of Oakland - California	\$620.0
07/25/02	NYC Industrial Dev Agency; American Airlines	\$500.0
07/24/02	Houston Intercontinental Airport	\$474.5
10/05/01	Port of Seattle - Washington	\$427.5
04/24/02	Los Angeles Department of Airports	\$300.0
06/26/02	Port of NY & NJ	\$300.0
10/21/02	Atlanta Hartsfield Airport	\$300.0
05/17/02	Miami International Airport	\$299.0
03/15/02	Regional Airports Imp Corp: American Airlines	\$268.0
02/12/02	Maryland Transportation Authority	\$264.0
	New Money Bonds	\$7,398.7
	Refunding Bonds	\$6,961.4
	Total Bond Issues	<u>\$14,360.1</u>



AIAS Risk Assessment

➤ **Operational Risk**

- Lower enplanement and air cargo tonnage activity
- Lower Non-Airline Revenues
- Additional TSA security processing requirements

➤ **Project Risk**

- Schedule delay
- Lower amount of Airline Leased Premises
- Project cost increases

➤ **Financial Risk**

- Lower AIP discretionary funding
- Higher interest rates
- “Event Threat” on industry



Findings and Recommendations

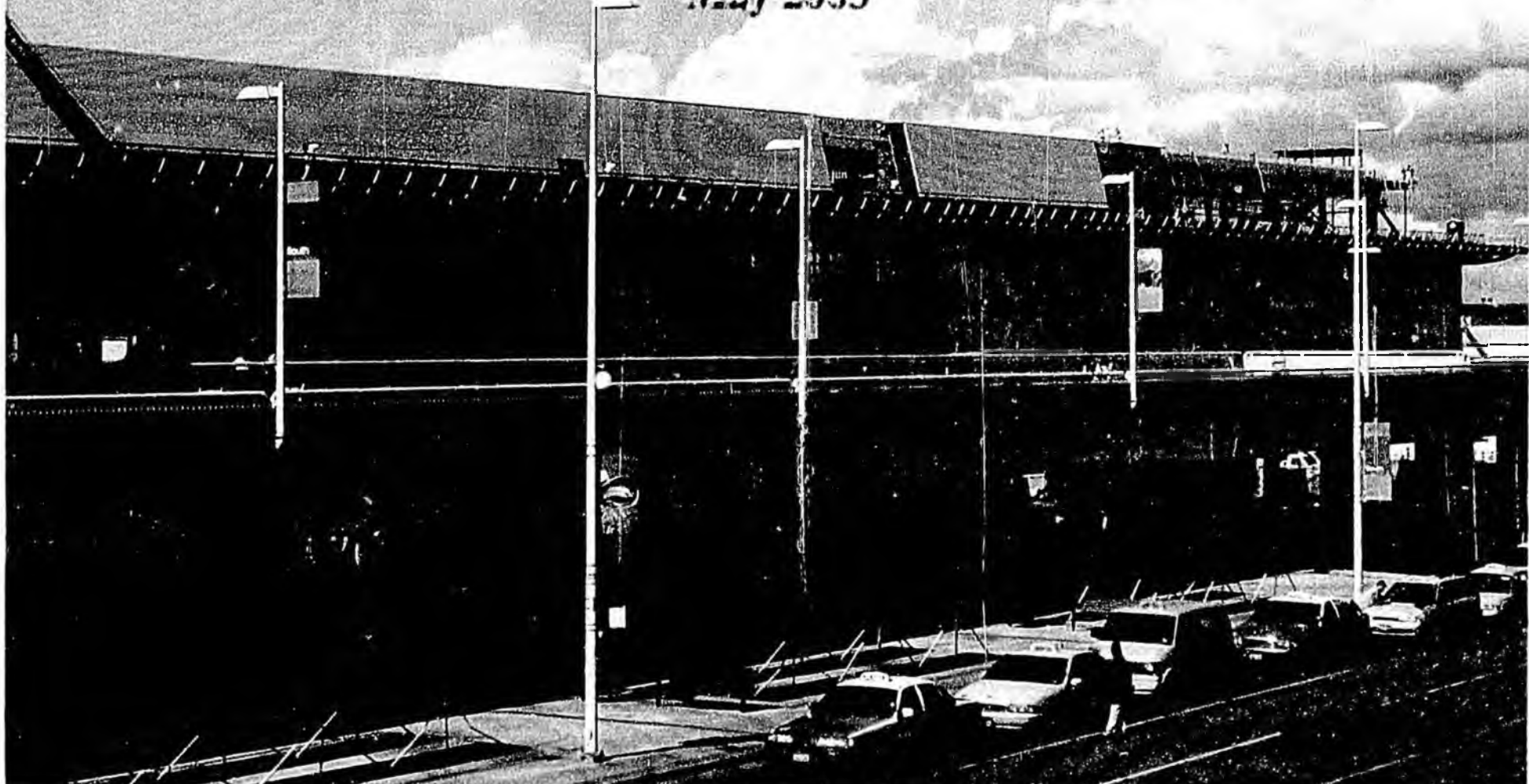
- Airport Revenue Bonds provide consistent, predictable airline rate impacts
- Based on the AOA, airlines pay for all operating and capital costs of the AIAS after deducting Non-Airline Revenues
- Anchorage passenger market has recovered and will continue to grow by 2% to 3% annually
- Anchorage cargo market has exceeded forecasts and is a key point of departure for trans-pacific market
- Full faith and credit is not at risk with issuance of Airport Revenue Bonds
- In order to be ready to meet the forecast recovery, other airports are moving ahead with large-scale development programs.
- TRP completion needed to meet future passenger demand

**Ted Stevens Anchorage International Airport
Terminal Redevelopment Project**

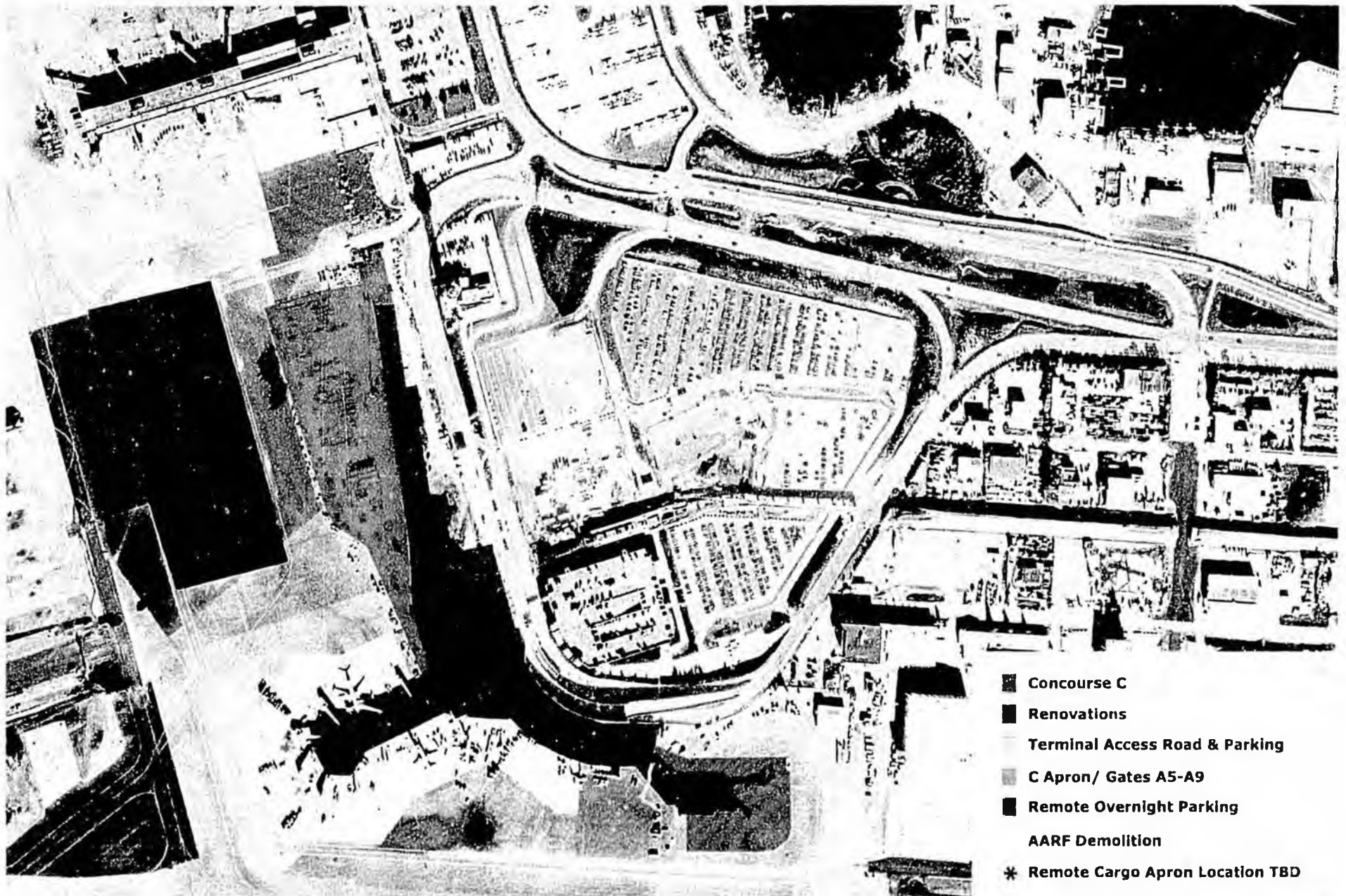


Legislative Briefing

May 2003



Terminal Redevelopment Project



TRP Status

- **Overall Project 59% Complete.**
- **Program Elements Complete:**
 - **Utility Relocations**
 - **Demolition Old Concourse C**
 - **Regional Airline Relocations**
 - **Landside Roads**
 - **RON Apron**
 - **Concourse C - Phase I - Structural**
- **Concourse C - Phase II - Building Completion - 47%**
- **Total Funding Authorized - \$254m**
- **Total Expenditures To Date - \$182m**

Concourse 'C' Space Increases

Original Concept Plan (November 1997) **360,542 sf**

Areas of Increase

Airline Leasable Space **38,625 sf**

Concession / Retail Leasable Space **7,944 sf**

Basement Service Access & Bag Belt Systems **23,319 sf**

Concourse 'C' Circulation **5,310 sf**

Mechanical / Operations **11,460 sf**

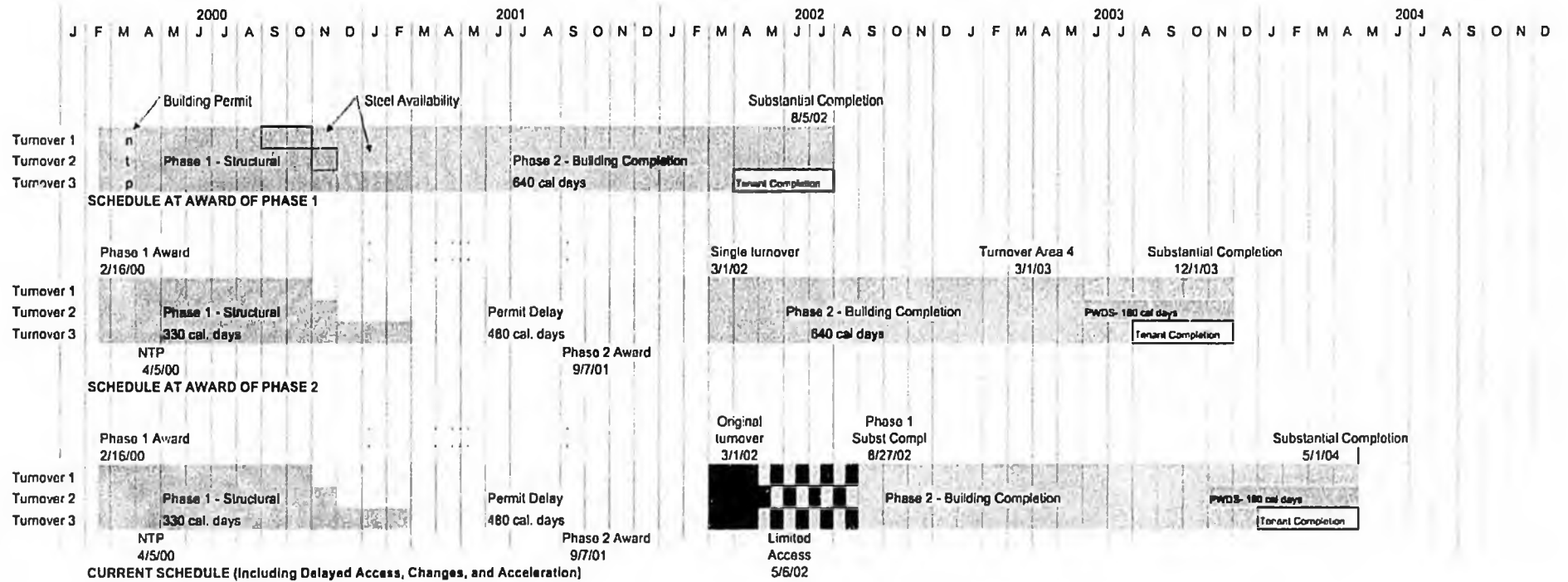
Total Space Increases **86,658 sf**

Current Scope **447,200 sf**

Concourse C – Permit Delays

- **Building Permit application – 12/3/99.**
- **Anticipated Building Permit approval – 4/5/00.**
- **Actual Building Permit approval – 4/5/02.**

Concourse C Permit Schedule Delay



Permit Related Costs
(in millions)

	<u>Estimated</u>
Construction	\$ 22.1m
Permit Review / Design	\$ 3.8m
Construction Management	\$ 3.6m
Project Administration / Legal	<u>\$ 3.7m</u>
Total	\$ 33.2m

Concourse C – TSA Security Impacts
(in millions)

	Estimate
EDS Baggage Screening	\$ 14.0 m
Baggage Belt Equipment	
Changes to Building Systems	
Passenger Screening	\$ 1.5 m
TSA Support Space	\$ 1.0 m
Miscellaneous Security Costs	\$ 1.5 m
CCTV Increase	
Parking	
Service Access	
Design / Admin / CM	\$ 5.0 m
<hr/>	
Total:	\$ 23.0 m

Estimate at Completion
(in millions)

Budget Item	Estimate
Original Terminal Redevelopment Scope	\$230m
Concourse C Additional SF Cost	\$ 22m
Permit Delay Costs	\$ 33m
TSA Security Impacts	\$ 23m
Estimate at Completion	\$308m*

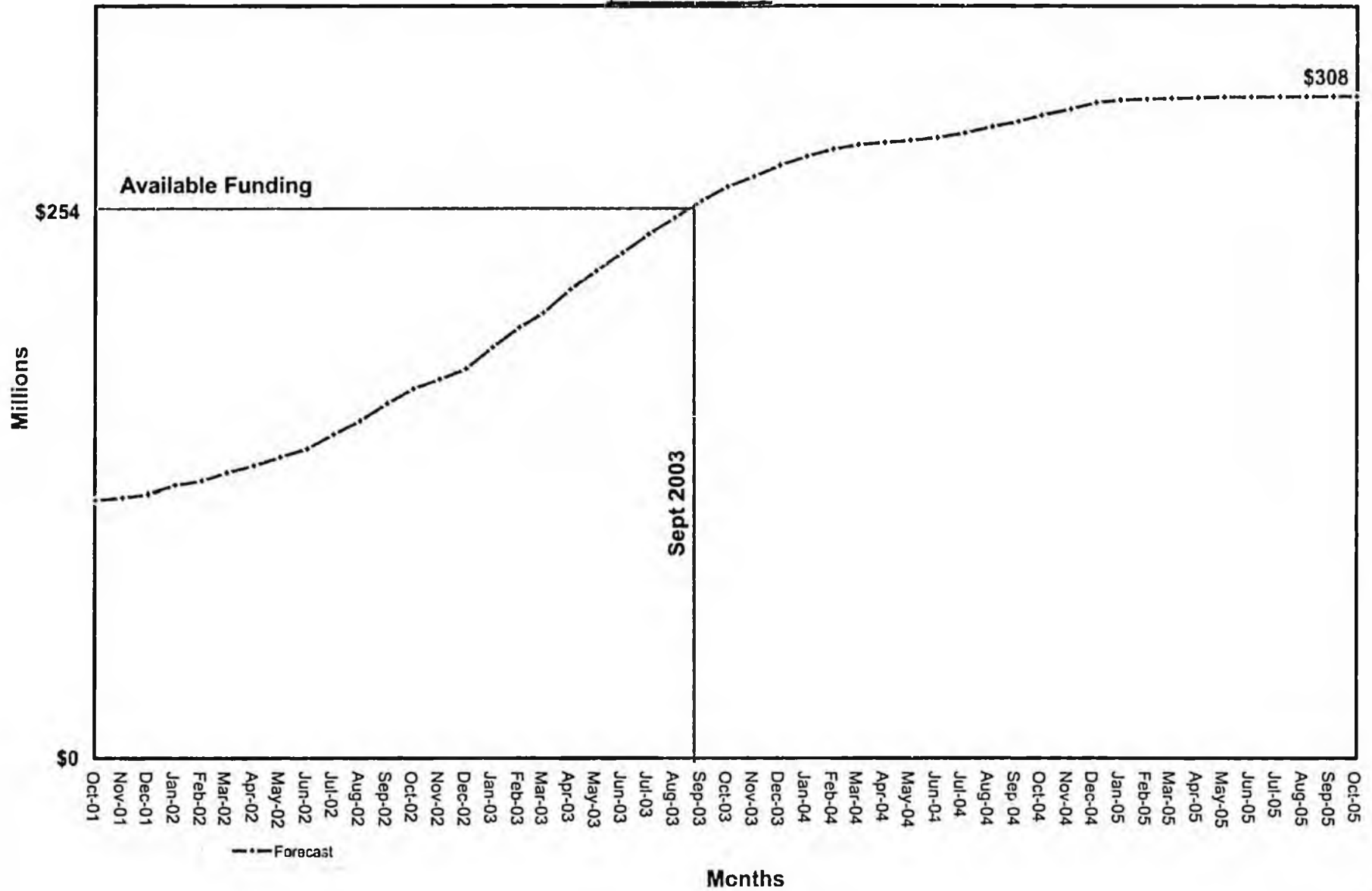
* Does not include Concourses 'A' and 'B' renovations

Funding Available
(in millions)

Current Authorized Project Funding	Amounts
TRP Series A, B & C Revenue Bonds	\$204m
FHWA Landside Funding	\$ 26m
Subtotal:	\$230m
Interest Earnings	\$ 24m
Total:	\$254m
Additional Interest Earnings	\$ 5m
Total Funding Available	\$259m
Estimate at Completion	\$308m
Net Funding Required <i>(Does not include Concourses A & B)</i>	\$ 49m

TRP Projected Cash Flow

(in millions)



TRP Funding Request
(in millions)

FY 04

➤ **Concourse C/TRP Completion**

\$50m