

FACILITY FOR RUNWAY OPERATIONS AND SAFE
TRANSPORTATION ACT

SEPTEMBER 8, 2025.—Committed to the Committee of the Whole House on the State
of the Union and ordered to be printed

Mr. GRAVES, from the Committee on Transportation and
Infrastructure, submitted the following

R E P O R T

[To accompany H.R. 3423]

[Including cost estimate of the Congressional Budget Office]

The Committee on Transportation and Infrastructure, to whom
was referred the bill (H.R. 3423) to amend title 49, United States
Code, to include aircraft deicing storage facilities in the definition
of airport development, and for other purposes, having considered
the same, reports favorably thereon with an amendment and rec-
ommends that the bill as amended do pass.

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The amendment is as follows:

Strike all after the enacting clause and insert the following:

SECTION 1. SHORT TITLE.

This Act may be cited as the “Facility for Runway Operations and Safe Transportation Act” or the “FROST Act”.

SEC. 2. DEICING EQUIPMENT PROTECTION.

Section 47102(3)(B)(v) of title 49, United States Code, is amended by striking “and storage facilities for the equipment and fluids”.

PURPOSE OF LEGISLATION

The purpose of H.R. 3423, as amended, is to amend title 49, United States Code, to include aircraft deicing storage facilities in the definition of airport development in order for these facilities to be eligible for Airport Improvement Program (AIP) funding, and for other purposes.

BACKGROUND AND NEED FOR LEGISLATION

The AIP is a Federal grant program, administered by the Federal Aviation Administration (FAA), that provides grants to airport sponsors for the planning and development of public-use airports that are included in the National Plan of Integrated Airport Systems (NPIAS).¹ Grants received through the AIP can be used by eligible public-use airports for projects such as enhancing airport safety, capacity, security, and addressing environmental concerns.² For large and medium primary hub airports, AIP grants typically cover 75 percent of eligible project costs or 80 percent for noise abatement program implementation. For small primary, reliever, and general aviation (GA) airports, AIP grants cover a range of 90 to 95 percent of eligible project costs.³

Under current law, AIP funds can be used by an eligible airport to acquire aircraft deicing equipment. However, the storage facilities that such equipment is housed in are not eligible to be acquired with AIP funds. Improper storage of such equipment can lead to a shorter shelf life and introduce unnecessary risk.

Deicing equipment is critical for airports to maintain aviation safety during cold weather aircraft operations. Deicing is a procedure in which frost, ice, or snow is removed from the aircraft to provide a clean surface that improves an aircraft’s aerodynamics.⁴ Conversely, anti-icing is a procedure that provides protection against the formation of frost, ice, or snow on the surface of an aircraft.⁵

A clean aircraft surface (free from the buildup of ice and snow) is vital for ensuring safe aircraft operations and the ability to preserve aircraft performance during colder months; maintain clear visibility during flight operations; and ensure the aircraft meets regulatory compliance standards.

H.R. 3423, as amended, modifies the definition of “airport development” in section 47102(3)(B)(v) of title 49, United States Code, to ensure that storage facilities for aircraft deicing fluids and equipment can be acquired with AIP funds. The goal is to har-

¹FAA, *Overview: What is AIP & What is Eligible?* (last updated Aug. 2, 2022), available at <https://www.faa.gov/airports/aip/overview>.

²*Id.*

³*Id.*

⁴AIRCRAFT OWNERS AND PILOTS ASS’N, *Deicing and Anti-Icing equipment, Safety Spotlight: Precipitation and Icing*, available at <https://www.aopa.org/training-and-safety/online-learning/safety-spotlights/weather-wise-precipitation-and-icing/deicing-and-anti-icing-equipment>.

⁵*Id.*

monize AIP eligibility criteria to ensure a public-use airport can acquire both the necessary equipment and storage facilities to house such equipment using AIP funds.

HEARINGS

For the purposes of rule XIII, clause 3(c)(6)(A) of the 119th Congress the following hearing was used to develop or consider H.R. 3423:

On Tuesday, April 8, 2025, the Subcommittee on Aviation held a hearing entitled, “*America Builds: Airport Infrastructure, Safety, and Regulatory Environment*.” At the hearing, Members received testimony from Mr. Michael Landguth, President and Chief Executive Officer, Raleigh-Durham Airport Authority; Mr. Lawrence Krauter, Chief Executive Officer, Cincinnati and Northern Kentucky International Airport; and Mr. Andre Sutton, International Vice President and Director, Air Division, Transport Workers Union of America, AFL–CIO. Witnesses offered their perspectives on the current airport regulatory environment, provided legislative suggestions for improvements, and addressed the critical reforms made in the *FAA Reauthorization Act of 2024*.

LEGISLATIVE HISTORY AND CONSIDERATION

H.R. 3423, the “*FROST Act*”, was introduced in the United States House of Representatives on May 15, 2025, by Rep. Tony Wied (R–WI) and referred to the Committee on Transportation and Infrastructure. Rep. Hillary Scholten (D–MI) and Rep. Laura Gillen (D–NY) are bill cosponsors. Within the Committee on Transportation and Infrastructure, H.R. 3423 was referred to the Subcommittee on Aviation. The Subcommittee on Aviation was discharged from further consideration of H.R. 3423 on June 11, 2025.

The Committee considered H.R. 3423 on June 11, 2025, and ordered the measure to be reported to the House with a favorable recommendation, with amendment, by voice vote.

COMMITTEE VOTES

Clause 3(b) of rule XIII of the Rules of the House of Representatives requires each committee report to include the total number of votes cast for and against on each record vote on a motion to report and on any amendment offered to the measure or matter, and the names of those members voting for and against.

No record votes were requested.

COMMITTEE OVERSIGHT FINDINGS AND RECOMMENDATIONS

With respect to the requirements of clause 3(c)(1) of Rule XIII of the Rules of the House of Representatives, the Committee’s oversight findings and recommendations are reflected in this report.

NEW BUDGET AUTHORITY AND TAX EXPENDITURES

Clause 3(c)(2) of rule XIII of the Rules of the House of Representatives does not apply where a cost estimate and comparison prepared by the Director of the Congressional Budget Office under section 402 of the *Congressional Budget Act of 1974* has been timely

submitted prior to the filing of the report and is included in the report. Such a cost estimate is included in this report.

CONGRESSIONAL BUDGET OFFICE COST ESTIMATE

With respect to the requirement of clause 3(c)(3) of rule XIII of the Rules of the House of Representatives and section 402 of the *Congressional Budget Act of 1974*, the Committee has received the enclosed cost estimate for H.R. 3423, as amended, from the Director of the Congressional Budget Office:

H.R. 3423, FROST Act			
As ordered reported by the House Committee on Transportation and Infrastructure on June 11, 2025			
By Fiscal Year, Millions of Dollars	2025	2025-2030	2025-2035
Direct Spending (Outlays)	0	*	*
Revenues	0	0	0
Increase or Decrease (-) in the Deficit	0	*	*
Spending Subject to Appropriation (Outlays)	0	0	0
Increases <i>net direct spending</i> in any of the four consecutive 10-year periods beginning in 2036?	No	Statutory pay-as-you-go procedures apply?	Yes
		Mandate Effects	
Increases <i>on-budget deficits</i> in any of the four consecutive 10-year periods beginning in 2036?	No	Contains intergovernmental mandate?	No
		Contains private-sector mandate?	No
* = between zero and \$500,000.			

H.R. 3423 would authorize airport sponsors to use funding from the Airport Improvement Program and the Airport Infrastructure Grants program to acquire storage facilities for equipment and fluids that deice aircraft. Under current law, those programs can provide funding for structures and equipment that are used to deice aircraft, but not the associated storage facilities.

H.R. 3423 would not provide additional budget authority for airport grants or increase existing obligation limitations. However, enacting the bill could increase spending of previously appropriated amounts that CBO does not expect to be spent over the 2025–2035 period under current law. Those increased expenditures are treated as direct spending. Using information from the FAA, CBO expects that the agency would spend a small amount of those balances. On that basis, we estimate that enacting the bill would increase direct spending by less than \$500,000 over the 2025–2035 period.

The CBO staff contact for this estimate is Aaron Krupkin. The estimate was reviewed by H. Samuel Papenfuss, Deputy Director of Budget Analysis.

PHILLIP L. SWAGEL,
Director, Congressional Budget Office.

PERFORMANCE GOALS AND OBJECTIVES

With respect to the requirement of clause 3(c)(4) of rule XIII of the Rules of the House of Representatives, the performance goal and objective of this legislation is to modify the definition of “airport development” in 49 U.S.C. § 47102(3)(B)(v) to ensure that

storage facilities for aircraft deicing fluids and equipment—critical to aviation safety in colder weather—can be acquired with Airport Improvement Program (AIP) funds.

DUPLICATION OF FEDERAL PROGRAMS

Pursuant to clause 3(c)(5) of rule XIII of the Rules of the House of Representatives, the Committee finds that no provision of H.R. 3423, as amended, establishes or reauthorizes a program of the Federal government known to be duplicative of another Federal program, a program that was included in any report from the Government Accountability Office to Congress pursuant to section 21 of Public Law 111–139, or a program related to a program identified in the most recent Catalog of Federal Domestic Assistance.

CONGRESSIONAL EARMARKS, LIMITED TAX BENEFITS, AND LIMITED TARIFF BENEFITS

In compliance with clause 9 of rule XXI of the Rules of the House of Representatives, this bill, as reported, contains no congressional earmarks, limited tax benefits, or limited tariff benefits as defined in clause 9(e), 9(f), or 9(g) of the rule XXI.

FEDERAL MANDATES STATEMENT

An estimate of Federal mandates prepared by the Director of the Congressional Budget Office pursuant to section 423 of the *Unfunded Mandates Reform Act* was not made available to the Committee in time for the filing of this report. The Chairman of the Committee shall cause such estimate to be printed in the *Congressional Record* upon its receipt by the Committee.

PREEMPTION CLARIFICATION

Section 423 of the *Congressional Budget Act of 1974* requires the report of any Committee on a bill or joint resolution to include a statement on the extent to which the bill or joint resolution is intended to preempt state, local, or tribal law. The Committee finds that H.R. 3423 does not preempt any state, local, or tribal law.

ADVISORY COMMITTEE STATEMENT

No advisory committees within the definition of Section 5(b) of the appendix to Title 5, United States Code, are created by this legislation.

APPLICABILITY TO LEGISLATIVE BRANCH

The Committee finds that the legislation does not relate to the terms and conditions of employment or access to public services or accommodations within the meaning of section 102(b)(3) of the *Congressional Accountability Act* (Public Law 104–1).

SECTION-BY-SECTION ANALYSIS OF THE LEGISLATION

Section 1. Short title

This section details that the bill may be cited as the *Facility for Runway Operations and Safe Transportation Act* or the *FROST Act*.

Section 2. Deicing equipment protection

This section modifies the definition of “airport development” to include storage facilities for aircraft deicing fluids and equipment. This change would allow public-use airports to use AIP funding to build these facilities, which are not currently eligible for AIP funding.

CHANGES IN EXISTING LAW MADE BY THE BILL, AS REPORTED

In compliance with clause 3(e) of rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in *italic*, existing law in which no change is proposed is shown in roman):

CHANGES IN EXISTING LAW MADE BY THE BILL, AS REPORTED

In compliance with clause 3(e) of rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets and existing law in which no change is proposed is shown in roman):

TITLE 49, UNITED STATES CODE

* * * * *

SUBTITLE VII—AVIATION PROGRAMS

* * * * *

PART B—AIRPORT DEVELOPMENT AND NOISE

* * * * *

CHAPTER 471—AIRPORT DEVELOPMENT

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SUBCHAPTER I—AIRPORT IMPROVEMENT

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§ 47102. Definitions

In this subchapter—

(1) “air carrier” has the meaning given such term in section 40102.

(2) “airport”—

(A) means—

(i) an area of land or water used or intended to be used for the landing and taking off of aircraft;

(ii) an appurtenant area used or intended to be used for airport buildings or other airport facilities or rights of way; and

(iii) airport buildings and facilities located in any of those areas; and

(B) includes a heliport.

(3) “airport development” means the following activities, if undertaken by the sponsor, owner, or operator of a public-use airport:

(A) constructing, repairing, or improving a public-use airport, including—

- (i) removing, lowering, relocating, marking, and lighting an airport hazard;
- (ii) preparing a plan or specification, including carrying out a field investigation; and
- (iii) a secondary runway at a nonhub airport that is equivalent in size and type to the primary runway of such airport.

(B) acquiring for, or installing at, a public-use airport—

- (i) a navigation aid or another aid (including a precision approach system) used by aircraft for landing at or taking off from the airport, including preparing the site as required by the acquisition or installation;
- (ii) safety or security equipment, including explosive detection devices, universal access systems, and emergency call boxes, the Secretary requires by regulation for, or approves as contributing significantly to, the safety or security of individuals and property at the airport and integrated in-pavement lighting systems for runways and taxiways and other runway and taxiway incursion prevention devices;
- (iii) equipment to remove snow, to measure runway surface friction, or for aviation-related weather reporting, including closed circuit weather surveillance equipment and fuel infrastructure for such equipment to remove snow if the airport is located in Alaska;
- (iv) firefighting and rescue equipment at an airport that serves scheduled passenger operations of air carrier aircraft designed for more than 9 passenger seats;
- (v) aircraft deicing equipment and structures (except aircraft deicing fluids [and storage facilities for the equipment and fluids]);
- (vi) interactive training systems;
- (vii) windshear detection equipment that is certified by the Administrator of the Federal Aviation Administration;
- (viii) stainless steel adjustable lighting extensions approved by the Administrator;
- (ix) engineered materials arresting systems as described in the Advisory Circular No. 150/5220-22 published by the Federal Aviation Administration on August 21, 1998, including any revision to the circular;
- (x) replacement of baggage conveyor systems, and reconfiguration of terminal baggage areas, that the Secretary determines are necessary to install bulk explosive detection devices; except that such activities shall be eligible for funding under this subchapter only using amounts apportioned under section 47114; and
- (xi) a medium intensity approach lighting system with runway alignment indicator lights.

(C) acquiring an interest in land or airspace, including land for future airport development, that is needed—

(i) to carry out airport development described in subclause (A) or (B) of this clause; or

(ii) to remove or mitigate an existing airport hazard or prevent or limit the creation of a new airport hazard.

(D) acquiring land for, or constructing, a burn area training structure on or off the airport to provide live fire drill training for aircraft rescue and firefighting personnel required to receive the training under regulations the Secretary prescribes, including basic equipment and minimum structures to support the training under standards the Administrator of the Federal Aviation Administration prescribes.

(E) relocating an air traffic control tower and any navigational aid (including radar) if the relocation is necessary to carry out a project approved by the Secretary under this subchapter or under section 40117.

(F) constructing, reconstructing, repairing, or improving an airport, or purchasing capital equipment for an airport, if necessary for compliance with the responsibilities of the operator or owner of the airport under the Americans with Disabilities Act of 1990 (42 U.S.C. 12101 et seq.), the Clean Air Act (42 U.S.C. 7401 et seq.), and the Federal Water Pollution Control Act (33 U.S.C. 1251 et seq.), except constructing or purchasing capital equipment that would benefit primarily a revenue-producing area of the airport used by a nonaeronautical business.

(G) acquiring land for, or work necessary to construct, a pad suitable for deicing aircraft before takeoff at a commercial service airport, including constructing or reconstructing paved areas, drainage collection structures, treatment and discharge systems, appropriate lighting, paved access for deicing vehicles and aircraft, and including acquiring glycol recovery vehicles, but not including acquiring aircraft deicing fluids or constructing or reconstructing storage facilities for aircraft deicing equipment or fluids.

(H) routine work to preserve and extend the useful life of runways, taxiways, and aprons at nonhub airports and airports that are not primary airports, under guidelines issued by the Administrator of the Federal Aviation Administration.

(I) constructing, reconstructing, or improving an airport, or purchasing nonrevenue generating capital equipment to be owned by an airport, for the purpose of transferring passengers, cargo, or baggage between the aeronautical and ground transportation modes on airport property.

(J) constructing an air traffic control tower or acquiring and installing air traffic control, communications, and related equipment at an air traffic control tower under the terms specified in section 47124(b)(4).

(K) work necessary to construct or modify airport facilities to provide low-emission fuel systems, gate electrifica-

tion, and other related air quality improvements at a commercial service airport.

(L) a project by a commercial service airport for the acquisition of airport-owned vehicles or ground support equipment equipped with low-emission technology if the vehicles are;

(i) used exclusively on airport property; or

(ii) used exclusively to transport passengers and employees between the airport and the airport's consolidated rental car facility or an intermodal surface transportation facility adjacent to the airport.

(M) construction of mobile refueler parking within a fuel farm at a nonprimary airport meeting the requirements of section 112.8 of title 40, Code of Federal Regulations.

(N) terminal development under section 47119(a).

(O) acquiring and installing facilities and equipment to provide air conditioning, heating, or electric power from terminal-based, nonexclusive use facilities to aircraft parked at a public use airport for the purpose of reducing energy use or harmful emissions as compared to the provision of such air conditioning, heating, or electric power from aircraft-based systems.

(P) an on-airport project to improve reliability and efficiency of the power supply of the airport or meet current and future electrical power demand and to prevent power disruptions to the airfield, passenger terminal, and any other airport facilities, including the acquisition and installation of electrical generators, renewable energy generation and storage infrastructure (including necessary substation upgrades to support such infrastructure), separation of the airport's main power supply from its redundant power supply, the construction or modification of airport facilities to install a microgrid (as defined in section 641 of the United States Energy Storage Competitiveness Act of 2007 (42 U.S.C. 17231)), and smart glass (including electrochromic glass).

(Q) converting or retrofitting vehicles and ground support equipment into eligible zero-emission vehicles and equipment (as defined in section 47136) and for acquiring, by purchase or lease, eligible zero-emission vehicles and equipment.

(R) predevelopment planning, including financial, legal, or procurement consulting services, related to an application or proposed application for an exemption under section 47134.

(S) acquisition of advanced digital construction management systems and related technology used in the planning, design and engineering, construction, and maintenance of airport facilities when such systems or technologies are acquired to carry out a project approved by the Secretary under this subchapter.

(T) improvements, or planning for improvements (including monitoring equipment or services), that would be necessary to sustain commercial service flight operations or permit the resumption of such flight operations following

a natural disaster (including an earthquake, flooding, high water, wildfires, hurricane, storm surge, tidal wave, tornado, tsunami, wind driven water, sea level rise, tropical storm, cyclone, land instability, or winter storm) at—

- (i) a primary airport; or
- (ii) a nonprimary airport that is designated as a Federal staging area or incident support base by the Administrator of the Federal Emergency Management Agency.

(U) a project to comply with rulemakings and recommendations on airport cybersecurity standards from the aviation rulemaking committee convened under section 395 of the FAA Reauthorization Act of 2024.

(V) reconstructing or rehabilitating an existing crosswind runway (regardless of the wind coverage of the primary runway) if the reconstruction or rehabilitation of such crosswind runway is in the most recently approved airport layout plan of the sponsor.

(W) constructing or acquiring such airport-owned infrastructure or equipment, notwithstanding revenue producing capability of such infrastructure or equipment, as may be required for—

- (i) the on-airport distribution or storage of unleaded aviation gasoline for piston-driven aircraft, including on-airport construction or expansion of pipelines, storage tanks, low-emission fuel systems, and airport-owned fuel trucks providing exclusively unleaded aviation fuels (unless the Secretary determines that an alternative fuel may be safely used in such fuel truck for a limited time); or
- (ii) fueling systems for type certificated hydrogen-powered aircraft.

(X) constructing, reconstructing, or rehabilitating a taxiway or taxilane that serves non-exclusive use aeronautical facilities, including aircraft storage facilities, except for the 50 feet of pavement immediately in front of an ineligible building.

(Y) any other activity (excluding terminal development) that the Secretary concludes will reasonably improve the safety of the airport.

(4) “airport hazard” means a structure or object of natural growth located on or near a public-use airport, or a use of land near the airport, that obstructs or otherwise is hazardous to the landing or taking off of aircraft at or from the airport.

(5) “airport planning” means planning as defined by requirements the Secretary prescribes and includes—

- (A) integrated airport system planning and catchment area analyses;
- (B) developing an environmental management system;
- (C) developing a plan for recycling and minimizing the generation of airport solid waste, consistent with applicable State and local recycling laws, including the cost of a waste audit; and
- (D) assessing current and future electrical power demand for airport airside and landside activities.

(6) “amount made available under section 48103” or “amount newly made available” means the amount authorized for grants under section 48103 as that amount may be limited in that year by a subsequent law, but as determined without regard to grant obligation recoveries made in that year or amounts covered by section 47107(f).

(7) “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.

(8) “general aviation airport” means a public-use airport that is located in a State and that, as determined by the Secretary—

(A) does not have scheduled service; or

(B) has scheduled service with less than 2,500 passenger boardings each year.

(9) “integrated airport system planning” means developing for planning purposes information and guidance to decide the extent, kind, location, and timing of airport development needed in a specific area to establish a viable, balanced, and integrated system of public-use airports, including—

(A) identifying system needs;

(B) developing an estimate of systemwide development costs;

(C) conducting studies, surveys, and other planning actions, including those related to airport access, needed to decide which aeronautical needs should be met by a system of airports; and

(D) standards prescribed by a State, except standards for safety of approaches, for airport development at nonprimary public-use airports.

(10) “landed weight” means the weight of aircraft transporting only cargo in intrastate, interstate, and foreign air transportation, as the Secretary determines under regulations the Secretary prescribes.

(11) “large hub airport” means a commercial service airport that has at least 1.0 percent of the passenger boardings.

(12) “low-emission technology” means technology for vehicles and equipment whose emission performance is the best achievable under emission standards established by the Environmental Protection Agency and that relies exclusively on alternative fuels that are substantially nonpetroleum based, as defined by the Department of Energy, but not excluding hybrid systems or natural gas powered vehicles.

(13) “medium hub airport” means a commercial service airport that has at least 0.25 percent but less than 1.0 percent of the passenger boardings.

(14) “nonhub airport” means a commercial service airport that has less than 0.05 percent of the passenger boardings.

(15) “passenger boardings”—

(A) means, unless the context indicates otherwise, revenue passenger boardings in the United States in the prior calendar year on an aircraft in service in air commerce, as the Secretary determines under regulations the Secretary prescribes; and

- (B) includes passengers who continue on an aircraft in international flight that stops at an airport in the 48 contiguous States, Alaska, or Hawaii for a nontraffic purpose.
- (16) “primary airport” means a commercial service airport the Secretary determines to have more than 10,000 passenger boardings each year.
- (17) “project” means a project, separate projects included in one project grant application, or all projects to be undertaken at an airport in a fiscal year, to achieve airport development or airport planning.
- (18) “project cost” means a cost involved in carrying out a project.
- (19) “project grant” means a grant of money the Secretary makes to a sponsor to carry out at least one project.
- (20) “public agency” means—
 - (A) a State or political subdivision of a State;
 - (B) a tax-supported organization;
 - (C) an Indian tribe or pueblo; or
 - (D) the Republic of the Marshall Islands, Federated States of Micronesia, and Republic of Palau.
- (21) “public airport” means an airport used or intended to be used for public purposes—
 - (A) that is under the control of a public agency; and
 - (B) of which the area used or intended to be used for the landing, taking off, or surface maneuvering of aircraft is publicly owned.
- (22) “public-use airport” means—
 - (A) a public airport; or
 - (B) a privately-owned airport used or intended to be used for public purposes that is—
 - (i) a reliever airport; or
 - (ii) determined by the Secretary to have at least 2,500 passenger boardings each year and to receive scheduled passenger aircraft service.
- (23) “reliever airport” means an airport the Secretary designates to relieve congestion at a commercial service airport and to provide more general aviation access to the overall community.
- (24) “revenue producing aeronautical support facilities” means fuel farms, hangar buildings, self-service credit card aeronautical fueling systems, airplane wash racks, major rehabilitation of a hangar owned by a sponsor, or other aeronautical support facilities that the Secretary determines will increase the revenue producing ability of the airport.
- (25) “small hub airport” means a commercial service airport that has at least 0.05 percent but less than 0.25 percent of the passenger boardings.
- (26) “sponsor” means—
 - (A) a public agency that submits to the Secretary under this subchapter an application for financial assistance; and
 - (B) a private owner of a public-use airport that submits to the Secretary under this subchapter an application for financial assistance for the airport.

(27) “State” means a State of the United States, the District of Columbia, Puerto Rico, the Virgin Islands, American Samoa, the Northern Mariana Islands, and Guam.

(28) “terminal development” means—

(A) development of—

(i) an airport passenger terminal building, including terminal gates;

(ii) access roads servicing exclusively airport traffic that leads directly to or from an airport passenger terminal building; and

(iii) walkways that lead directly to or from an airport passenger terminal building; and

(B) the cost of a vehicle for moving passengers and baggage between terminal facilities and between terminal facilities and aircraft.

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