FLORIDA HOUSE OF REPRESENTATIVES
FINAL BILL ANALYSIS

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

BILL #: CS/CS/HB 919	**COMPANION BILL:** CS/CS/SB 706 (Mayfield)
TITLE: Commercial Service Airports	**LINKED BILLS:** None
SPONSOR(S): Weinberger and Kendall	**RELATED BILLS:** None

FINAL HOUSE FLOOR ACTION: 81 **Y's** 30 **N's** **GOVERNOR'S ACTION:** Approved

SUMMARY

Effect of the Bill:
The bill preempts to the state the naming of major commercial service airports. The bill renames the Palm Beach International Airport as the "President Donald J. Trump International Airport," subject to certain approvals and execution of certain agreements, but retains the current names for all other major commercial service airports, including Orlando International Airport, Miami International Airport, Fort Lauderdale-Hollywood International Airport, Tampa International Airport, Southwest Florida International Airport, and Jacksonville International Airport. The bill requires an annual review to identify airports that may be added or removed from this list based on a change in status as a major commercial service airport.

Fiscal or Economic Impact:
The bill appears to have a negative impact on local government expenditures associated with renaming the Palm Beach International Airport.

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ANALYSIS

EFFECT OF THE BILL:

The bill expressly preempts to the state the naming of major commercial service airports. The bill defines a major commercial service airport as an airport providing commercial service which is a medium or large hub airport under the classification criteria established by the Federal Aviation Administration. (Section 1)

The bill provides that the major commercial service airports in the state are named as follows: (Section 1)

- The airport located at One Jeff Fuqua Boulevard in Orlando is named "Orlando International Airport."
- The airport located at 2100 NW 42nd Avenue in Miami is named "Miami International Airport."
- The airport located at 100 Terminal Drive in Fort Lauderdale is named "Fort Lauderdale-Hollywood International Airport."
- The airport located at 4100 George J. Bean Parkway in Tampa is named "Tampa International Airport."
- The airport located at 11000 Terminal Access Road in Fort Meyers is named "Southwest Florida International Airport."
- The airport located at 1000 James L Turnage Boulevard in West Palm Beach is named "President Donald J. Trump International Airport," subject to the approval of the Federal Aviation Administration and execution of an agreement granting Palm Beach County the perpetual and unrestricted right to use the name at no cost for all airport-related purposes.
- The airport located at 2400 Yankee Clipper Drive in Jacksonville is named "Jacksonville International Airport."

The bill provides that each name remains valid if an airport no longer meets the classification criteria to be a major commercial service airport. The bill requires the department to review this list annually to identify airports that may be added or removed based on a change in status as a major commercial service airport. If the department identifies such a change in status for any airport, it must notify the President of the Senate and the Speaker of the House of Representatives 60 days before the next regular legislative session. (Section 1)

The bill requires government records created on or after July 1, 2026, to use the airport names provided in the bill. (Section 1)

The bill provides clarification regarding construction of, and compliance with, the provisions of the bill. Specifically, the bill:

- Provides that for purposes of the bill, airport names are branding designations only and may not be construed to require the creation of a new legal entity.
- Does not require a political subdivision[1] to amend any existing agreements solely to update references to the airport name or require a political subdivision to contract in the name of the airport provided in the bill.
- Provides that, notwithstanding any other provision of law, a political subdivision may not be construed to be in violation of any state law for using the airport name provided in the bill.
- Provides that a political subdivision is in compliance with the requirements of the bill if it diligently pursues all necessary approvals and agreements to implement the name change required by the bill and timely commences[2] signage and branding changes upon receipt of such approvals. (Section 1)

The bill was approved by the Governor on March 30, 2026, ch. 2026-15, L.O.F., and will become effective on July 1, 2026.

FISCAL OR ECONOMIC IMPACT:

LOCAL GOVERNMENT:

The bill appears to have a negative impact on local government expenditures associated with renaming the Palm Beach International Airport.

RELEVANT INFORMATION

SUBJECT OVERVIEW:

Local Government Authority

The Florida Constitution grants county and municipal governments broad home rule authority. Specifically, non-charter county governments may exercise those powers of self-government that are provided by general or special law.[3] Those counties operating under a county charter have all powers of self-government not inconsistent with general law or special law approved by vote of the electors.[4] Likewise, municipalities[5] have those governmental, corporate, and proprietary powers enabling them to conduct municipal government, perform their functions and provide services, and exercise any power for municipal purposes, except as otherwise provided by law.[6]

A "special district" is a unit of local government created for a particular purpose, with jurisdiction to operate within a limited geographic boundary.[7] Special districts are created by general law,[8] special act,[9] local ordinance,[10] or by

[1] The bill provides that, for purposes of the bill, the term "political subdivision" means a political subdivision as defined in s. 333.01, F.S., which owns and controls an airport listed in the bill.
[2] The bill provides that, for purposes of the bill, the term "timely commences" means to initiate planning, procurement, and implementation within a reasonable period after receiving all necessary approvals, taking into account the availability of budgeted funds and the timeframes necessary to comply with applicable procurement laws, regulations, and procedures.
[3] Art. VIII, s. 1(f), Fla. Const.
[4] Art. VIII, s. 1(g), Fla. Const.
[5] A municipality is a local government entity created to perform functions and provide services for the particular benefit of the population within the municipality, in addition to those provided by the county. The term "municipality" may be used interchangeably with the terms "town," "city," and "village."
[6] Art. VIII, s. 2(b), Fla. Const. *See also* s. 166.021(1), F.S.
[7] *See Halifax Hospital Medical Center v. State of Fla., et al.*, 278 So. 3d 545, 547 (Fla. 2019).
[8] S. 189.031(3), F.S.

rule of the Governor and Cabinet.[11] A special district has only those powers expressly provided by, or reasonably implied from, the authority provided in the district's charter. Special districts provide specific municipal services in addition to, or in place of, those provided by a municipality or county.[12] As of January 25, 2026, there are 601 active dependent[13] special districts and 1,486 active independent special districts in Florida.[14]

State Preemption

Local governments have broad authority to legislate on any matter that is not inconsistent with federal or state law. A local government enactment may be inconsistent with state law if (1) the Legislature "has preempted a particular subject area" or (2) the local enactment conflicts with a state statute. State preemption precludes a local government from exercising authority in that particular area.[15]

Florida law recognizes two types of preemption: express and implied. Express preemption requires a specific legislative statement; it cannot be implied or inferred.[16] Express preemption of a field by the Legislature must be accomplished by clear language stating that intent.[17] In cases where the Legislature expressly or specifically preempts an area, there is no problem with ascertaining what the Legislature intended.[18] In cases determining the validity of ordinances enacted in the face of state preemption, the effect has been to find such ordinances null and void.[19]

Federal Classification of Airports

The Federal Aviation Administration (FAA) oversees the planning and development of airports across the nation with a focus on safety and security. The FAA classifies all airports based on the type of service provided and the number of passengers that board aircraft (passenger boardings).[20] Each commercial service airport is further classified by hub type based on the percentage or number of annual U.S. commercial passenger boardings that the airport receives, as shown in the table below.

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[9] *Id.*
[10] S. 189.02(1), F.S.
[11] S. 190.005(1), F.S. *See*, generally, s. 189.012(6), F.S.
[12] *Local Gov't Formation Manual,* p. 56, https://www.flhouse.gov/Sections/Documents/loaddoc.aspx?PublicationType=Committees&CommitteeId=3304&Session=2025&DocumentType=General+Publications&FileName=Local+Government+Formation+Manual+%5b2024-2026%5d.pdf (last visited Jan. 25, 2026).
[13] Dependent special districts are under some control by a single county or municipality. S. 189.012(2), F.S. An independent special district is any district that is not a dependent special district. S. 189.012(3), F.S. A special district that includes more than one county is independent unless it lies wholly within the boundaries of a single municipality.
[14] Florida Department of Commerce, Official List of Special Districts, https://specialdistrictreports.floridajobs.org/OfficialList/CustomList (last visited Jan. 25, 2026).
[15] Wolf, *The Effectiveness of Home Rule: A Preemptions and Conflict Analysis*, 83 Fla. B.J. 92 (June 2009), https://www.floridabar.org/the-florida-bar-journal/the-effectiveness-of-home-rule-a-preemption-and-conflict-analysis/ (last visited Jan. 25, 2026).
[16] *See City of Hollywood v. Mulligan*, 934 So. 2d 1238, 1243 (Fla. 2006); *Phantom of Clearwater, Inc. v. Pinellas County*, 894 So. 2d 1011, 1018 (Fla. 2d DCA 2005), approved in *Phantom of Brevard, Inc. v. Brevard County*, 3 So. 3d 309 (Fla. 2008).
[17] *Mulligan*, 934 So. 2d at 1243.
[18] *Sarasota Alliance for Fair Elections, Inc. v. Browning*, 28 So. 3d 880, 886 (Fla. 2010).
[19] *See, e.g., Nat'l Rifle Ass'n of Am., Inc. v. City of S. Miami,* 812 So.2d 504 (Fla. 3d DCA 2002).
[20] 49 U.S.C. § 47102. Passenger boardings are defined as revenue passenger boardings in the United States in the prior calendar year on an aircraft in service in air commerce. 49 U.S.C. § 47102(15).

Commercial Service Airport Classifications[21]			
		Hub Type (Percentage / Number of Annual U.S. Passenger Boardings)	**Common Name**
Commercial Service Publicly owned airports with at least 2,500 passenger boardings each year and that receive scheduled passenger service	**Primary** More than 10,000 passenger boardings each year	**Large** (1% or more) **Medium** (0.25% to 1%) **Small** (0.05% to 0.25%) **Nonhub** (More than 10,000 but less than 0.05%)	**Large Hub** **Medium Hub** **Small Hub** **Nonhub Primary**
	Nonprimary	**Nonhub** - At least 2,500 and no more than 10,000	**Nonhub Nonprimary**

Large and Medium Hub Airports in Florida

Under the FAA's classification system, Florida is home to four large hub airports and three medium hub airports.[22] Florida's large hub airports are:

- Orlando International Airport,
- Miami International Airport,
- Fort Lauderdale-Hollywood International Airport, and
- Tampa International Airport.

Florida's medium hub airports are:

- Southwest Florida International Airport,
- Palm Beach International Airport, and
- Jacksonville International Airport.

Each of these airports is owned and operated by a unit of local government.[23]

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[21] Federal Aviation Administration, *Airport Categories*, https://www.faa.gov/airports/planning_capacity/categories (last visited Jan. 25, 2026). *See also* 49 U.S.C. § 47102.

[22] Federal Aviation Administration, *List of NPIAS Airports, Oct 2024,* https://www.faa.gov/sites/faa.gov/files/airports/planning_capacity/npias/current/ARP-NPIAS-2025-2029-Appendix-A.pdf (last visited Jan. 25, 2026).

[23] Orlando International Airport is operated by the Greater Orlando Aviation Authority, an independent special district. *See* Ch, 98-492, L.O.F.; *see also* Greater Orlando Aviation Authority, *History of MCO*, https://flymco.com/airport-business/mcohistory/ (last visited Jan. 25, 2026). Miami International Airport is owned by Miami-Dade County and operated by the Miami-Dade Aviation Department. *See* Miami International Airport, *About Us*, https://www.miami-airport.com/about_us.asp (last visited Jan. 25, 2026). Fort Lauderdale-Hollywood International Airport is owned by Broward County and operated by the Broward County Aviation Department. *See* Broward.Org, *Airport,* https://www.broward.org/Airport/Business/about/Pages/default2.aspx (last visited Jan. 25, 2026). Tampa International Airport is operated by the Hillsborough County Aviation Authority, an independent special district. *See* Ch. 2022-252, L.O.F.; *see also* Tampa International Airport, *About HCAA*, https://www.tampaairport.com/business/airport-administration/about-hcaa (last visited Jan. 25, 2026). Southwest Florida International Airport is operated by the Lee County Port Authority, a dependent special district of Lee County. *See* Lee County Port Authority, *About LCPA*, https://www.flylcpa.com/about-lcpa/lee-county-port-authority/ (last visited Jan. 25, 2026). Palm Beach International Airport is operated by the Palm Beach County Department of Airports. *See* Palm Beach International Airport, *History*, https://www.pbia.org/about/history/ (last visited Jan. 25, 2026). Jacksonville International Airport is owned and operated by the Jacksonville Aviation Authority, a dependent special district of the City of Jacksonville. *See* Jacksonville International Airport, *About JAA*, https://flyjacksonville.com/content.aspx?id=67 (last visited Jan. 25, 2026).