



Capital Improvement Program

The master plan concept presented in the previous chapter outlined airside and landside improvements for Gainesville Municipal Airport (GLE) that provide the City of Gainesville with a plan to preserve and develop the airport to meet future aviation demands. Using the development concept as a guide, this chapter will provide a description and overall cost for the projects identified in the capital improvement program (CIP) and development schedule. The program has been evaluated from a variety of perspectives and represents a comparative analysis of basic budget factors, demand, and priority assignments.

The presentation of the capital program is organized into two sections. First, the airport's CIP and associated cost estimates are presented in narrative and graphic form. The CIP has been developed following Federal Aviation Administration (FAA) guidelines for master plans and primarily identifies those projects that are likely eligible for FAA and Texas Department of Transportation (TxDOT) – Aviation Division grant funding. Second, capital improvement funding sources on the federal, state, and local levels are identified and discussed.

AIRPORT CAPITAL IMPROVEMENT PROGRAM

With the future and ultimate recommended concepts established, specific needs and improvements must be determined, along with a realistic schedule for project implementation and associated costs for the plan. The capital program considers the interrelationships among the projects in order to determine an appropriate sequence of projects, while remaining within reasonable fiscal constraints.

The CIP is programmed by planning horizons and has been developed to cover the short-term (1-5 years), intermediate-term (6-10 years), and long-term (11-20 years) planning horizons. By using planning horizons instead of specific years, the City of Gainesville will have greater flexibility to adjust capital needs as demand dictates. **Table 6A** summarizes the key aviation demand milestones projected at GLE

for each of the three planning horizons. (Note: Costs associated with projects needed to support potential air cargo service and the construction of a parallel runway are programmed separately and should only be considered if/when the City of Gainesville has tangible evidence that a cargo operator plans to operate at GLE.)

TABLE 6A | Aviation Demand Planning Horizons

	Base Year (2024)	Short Term (1-5 Years)	Intermediate Term (6-10 Years)	Long Term (11-20 Years)
BASED AIRCRAFT				
Single-Engine	92	98	106	122
Multi-Engine	15	14	10	7
Turboprop	2	4	6	10
Jet	5	7	10	16
Helicopter	1	3	4	6
Other	0	0	2	5
Total Based Aircraft:	115	126	138	166
ANNUAL OPERATIONS				
Itinerant				
Air Carrier	0	0	0	0
Air Taxi	279	300	300	400
General Aviation	28,319	30,000	31,200	34,000
Military	15	100	100	100
Total Itinerant	28,613	30,400	31,600	34,500
Local				
General Aviation	85,383	91,400	95,900	106,000
Military	0	0	0	0
Total Local	85,383	91,400	95,900	106,000
Total Annual Operations:	114,451	121,800	127,500	140,500

Source: Coffman Associates analysis

As mentioned, a key aspect of this planning document is the use of demand-based planning milestones. The short-term planning horizon contains items of highest need and/or priority, many of which have been previously defined by airport management and/or TxDOT Aviation. As short-term horizon activity levels are reached, planning should begin for the intermediate term, based on the next activity milestones. Likewise, when the intermediate-term milestones are reached, planning should begin for the long-term activity milestones.

Many development items included in the recommended concept will need to follow these demand indicators. For example, the plan includes development of new landside facilities to support aircraft activity. Demand for new based aircraft will be a primary indicator for these projects. If based aircraft growth occurs as projected, additional hangars should be constructed to meet the demand. If growth slows or does not occur as forecast, some projects may be delayed. As a result, capital expenditures are planned on an as-needed basis, leading to more responsible use of capital assets. Some development items do not depend on demand, such as airfield improvements to meet FAA design standards. These projects need to be programmed in a timely manner, regardless of changes in demand indicators, and should be monitored regularly by airport management.

At GLE, some hangars are owned and managed by the airport and leased to individual tenants, while others are privately owned and managed on land leased from the airport. Because of economic realities, many airports rely on private developers to construct new hangars. In some cases, private developers can keep construction costs lower, which lowers the monthly lease rates necessary to amortize a loan. **The CIP for GLE assumes development for hangar facilities will be funded either by the sponsor or privately through ground lease agreements with the sponsor.** Ultimately, the City of Gainesville will determine whether to self-fund landside facility development or rely on private developers, based on demand and the specific needs of a potential developer.

Because a master plan is a conceptual document, implementation of the capital projects should only be undertaken after further refinement of their designs and costs through architectural and/or engineering analysis. Moreover, a project may require additional infrastructure improvements (e.g., drainage improvements, extension of utilities, etc.) that may increase the estimated cost of the project or the timeline for completion.

Once a list of necessary projects was identified and refined, project-specific cost estimates were prepared. **Capital costs presented here should be viewed only as order-of-magnitude estimates that are subject to further refinement during engineering/architectural design;** nevertheless, they are considered sufficient for planning purposes. Cost estimates for all the development projects in the CIP are based on present-day construction and administration costs (2026 dollars). Adjustments will need to be applied over time to account for inflation, as well as changes in construction and capital equipment costs.

Exhibit 6A presents the proposed 20-year CIP for GLE, along with separate costs related to the air cargo scenario. Because this master plan follows TxDOT guidelines and focuses primarily on projects that are eligible for grant funding, many of the projects identified in the CIP are eligible for *Airport Improvement Program* (AIP)/TxDOT grants. However, the airport will have a variety of capital expenses that are not eligible for federal or state funding, and which are not presented in detail in this CIP. **AIP/TxDOT-funded projects are eligible for up to 90 percent of the total project cost; the local sponsor is responsible for a 10 percent match.**

TxDOT utilizes a priority ranking system to help objectively evaluate potential airport projects. Projects are weighted toward safety, infrastructure preservation, standards, and capacity enhancement. TxDOT will participate in the highest priority projects before considering lower priority projects, even if a lower priority project is considered a more urgent need by the local sponsor; nevertheless, the project should remain a priority for the airport and funding support should continue to be requested in subsequent years.

The most important feature of the CIP is that future projects for which the airport may request AIP/TxDOT funding are included on the list. The CIP is updated and reviewed with TxDOT on a biennial basis. Projects on the CIP will be moved higher and lower on the list, depending on priority and funding availability. Periodically, new projects will arise that can be added to the CIP presented to TxDOT.

Some projects identified in the CIP will require environmental documentation. The level of documentation necessary for each project must be determined in consultation with the FAA and TxDOT. There are three major levels of environmental review to be considered under the *National*

Project #	Fiscal Year	Project	Cost Estimate	Federal/TxDOT Share	Local Share
SHORT TERM (1-5 Years)					
1	2027	Taxiway B Reconfiguration/Reconstruction (Design)	\$324,800	\$292,320	\$32,480
2	2028	Taxiway B Reconfiguration/Reconstruction (Construct)	\$5,197,200	\$4,677,480	\$519,720
3	2030	Decommission Runway 13-31	\$89,800	\$80,820	\$8,980
4	2031	Close Taxiway C and Mark Terminal Apron with No-Taxi Island	\$1,196,000	\$1,076,400	\$119,600
SHORT TERM SUBTOTAL			\$6,807,800	\$6,127,020	\$680,780
INTERMEDIATE TERM (6-10 Years)					
5		Environmental Assessment for Future Property Acquisition	\$350,000	\$315,000	\$35,000
6		Acquire Property for Safety Area Protection and Runway Shift to the North	\$1,365,600	\$1,229,040	\$136,560
7		Shift Runway 18-36 North for Runway Protection Zone (RPZ) Protection	\$5,192,500	\$4,673,250	\$519,250
8		Construct Taxilane Pavement for T-Hangar Complex Expansion	\$5,111,000	\$4,599,900	\$511,100
9		Install Medium Intensity Taxiway Lighting (MITL)	\$648,400	\$583,560	\$64,840
10		Taxilane Pavement Construction	\$1,077,800	\$970,020	\$107,780
11		Expand Fuel Farm	\$1,795,200	\$1,615,680	\$179,520
12		Routine Pavement Maintenance	\$3,000,000	\$2,700,000	\$300,000
INTERMEDIATE TERM SUBTOTAL			\$18,540,500	\$16,686,450	\$1,854,050
LONG TERM (11-20+ Years)					
13		Install Medium Intensity Approach Lighting System (MAL S) on Runway 36	\$2,244,000	\$2,019,600	\$224,400
14		Construct Taxilane and Apron Pavement	\$10,309,000	\$9,278,100	\$1,030,900
15		Environmental Assessment for Future Property Acquisition/Acquire Property	\$1,238,300	\$1,114,470	\$123,830
16		Extend Runway 18-36 1,000'	\$6,017,800	\$5,416,020	\$601,780
17		Install MAL S on Runway 18	\$2,244,000	\$2,019,600	\$224,400
18		Expand Terminal Building	\$673,000	\$-	\$673,000
19		Construct Taxilane & Vehicle Access/Parking	\$6,360,200	\$5,724,180	\$636,020
20		Construct Vertiport	\$6,977,900	\$6,280,110	\$697,790
21		Routine Pavement Maintenance	\$10,000,000	\$9,000,000	\$1,000,000
LONG TERM SUBTOTAL			\$46,064,200	\$40,852,080	\$5,212,120
GENERAL CIP TOTAL			\$71,412,500	\$63,665,550	\$7,746,950

ULTIMATE/CARGO SCENARIO COSTS				
22	Acquire Property for Safety Area Protection/Runway Extension	\$3,258,900	\$2,933,010	\$325,890
23	Relocate Taxiway A and Expand Terminal Apron	\$18,555,900	\$16,700,310	\$1,855,590
24	Extend/Widen Runway 18-36; Construct Taxiway B	\$97,771,100	\$87,993,990	\$9,777,110
25	Extend Access Road	\$3,446,400	\$3,101,760	\$344,640
26	Install Medium Intensity Approach Lighting System with Runway Alignment Indicator Lights (MALSR) on Runway 18	\$2,992,000	\$2,692,800	\$299,200
27	Construct Parallel Runway 18L-36R and Parallel Taxiway C	\$10,571,200	\$9,514,080	\$1,057,120
28	Construct East General Aviation Apron	\$13,691,400	\$12,322,260	\$1,369,140
29	Construct Taxiway D and Taxilanes	\$17,201,500	\$15,481,350	\$1,720,150
ULTIMATE/CARGO SUBTOTAL		\$167,488,400	\$150,739,560	\$16,748,840
GRAND TOTAL		\$238,900,900	\$214,405,110	\$24,495,790



Environmental Policy Act (NEPA): categorical exclusion (CATEX), environmental assessment (EA), and environmental impact statement (EIS). Each level requires more time to complete and more detailed information than the previous level. Guidance on the level of documentation required for a specific project is provided in FAA Order 1050.1F, *Environmental Impacts: Policies and Procedures*. The Environmental Overview presented in Chapter Five addresses NEPA and provides an evaluation of various environmental categories for GLE.

The following sections will describe, in greater detail, the projects identified for the airport over the next 20 years. The projects are grouped based on a detailed evaluation of existing and projected demand, safety, rehabilitation needs, and local priority. While the CIP identifies the priority rankings of the projects, the list should be evaluated and revised on a regular basis. It is also important to note that certain projects, while listed separately for purposes of evaluation in this study, could be combined with others during the time of construction/implementation.

SHORT-TERM PROGRAM

The short-term projects are those anticipated to be needed during fiscal years (FY) 2027 through 2031. The projects listed are subject to change, based on federal and state funding priorities. Projects that relate to safety and maintenance generally have the highest priority. This applies to all of the projects identified in the short-term CIP. The short-term program considers four projects for the planning period, as presented on **Exhibit 6A** and depicted on **Exhibit 6B**. The following provides a detailed breakdown of each project.

Project #1: Taxiway B Reconfiguration/Reconstruction (Design) – 2027

Description: New connector taxiways are planned east and west of Runway 18-36, approximately 650 feet north of the existing Runway 36 threshold. These will serve as threshold connectors when the runway is shifted north to bring the Runway 36 runway protection zone (RPZ) off U.S. Highway 82. This project also includes reconfiguration and rehabilitation/reconstruction of Taxiway B east of the runway.

Cost Estimate: \$324,800

Funding Breakdown: AIP/TxDOT – 90% | Airport Sponsor – 10%

Project #2: Taxiway B Reconfiguration/Reconstruction (Construct) – 2028

Description: Construction phase of Project #1.

Cost Estimate: \$5,197,200

Funding Breakdown: AIP/TxDOT – 90% | Airport Sponsor – 10%

Project #3: Decommission Runway 13-31 – 2030

Description: Crosswind Runway 13-31 is in poor condition, is used infrequently, and historic wind data shows that the primary runway provides greater than 95 percent coverage during crosswind conditions. This project plans for the crosswind runway's pavement to be marked with X's to indicate its closure. Airport staff will need to coordinate with TxDOT/FAA to ensure all publications are updated to reflect that Runway 13-31 is no longer active.

Cost Estimate: \$89,800

Funding Breakdown: AIP/TxDOT – 90% | Airport Sponsor – 10%

Project #4: Close Taxiway C and Mark Terminal Apron with No-Taxi Island – 2031

Description: Taxiway C is in poor condition and offers limited utility to airport users. This project plans for the pavement associated with this taxiway to be removed. West of Runway 18-36, Taxiway C is a direct access point between the terminal apron and Runway 18-36. To mitigate this non-standard condition, the apron is planned to be marked with a no-taxi island.

Cost Estimate: \$1,196,100

Funding Breakdown: AIP/TxDOT – 90% | Airport Sponsor – 10%

Short-Term Program Summary

The short-term CIP includes projects that enhance the overall safety, efficiency, and maintenance of the airfield. The total investment necessary for the short-term CIP is approximately \$6.8 million, as detailed on **Exhibit 6A**. Of the overall short-term CIP total, approximately \$6.1 million is eligible for federal and state funding assistance. Sponsor funding is estimated at approximately \$681,000 for the short-term program.

INTERMEDIATE-TERM PROGRAM

The intermediate-term projects are those that are anticipated to be necessary in years six through 10 of the master plan. These projects are not tied to specific years of implementation; instead, they have been prioritized so that airport management has the flexibility to determine when they need to be pursued, based on current conditions. It is not unusual for certain projects to be delayed or advanced because of changing conditions, such as funding availability or changes in the aviation industry. This planning horizon includes eight projects for the five-year timeframe, as listed on **Exhibit 6A** and depicted on **Exhibit 6B**. The following section includes a description of each project.

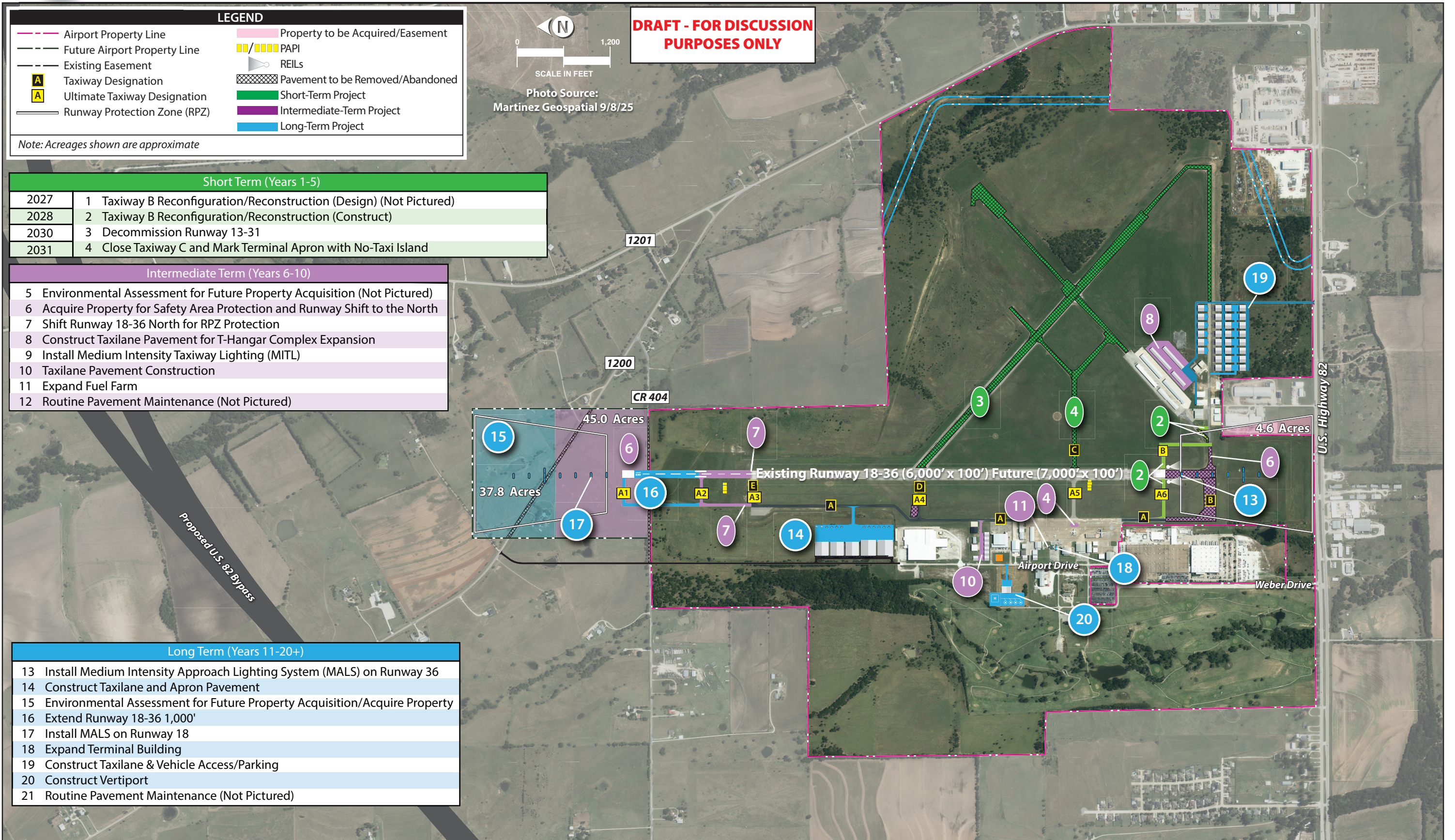
Project #5: Environmental Assessment for Future Property Acquisition

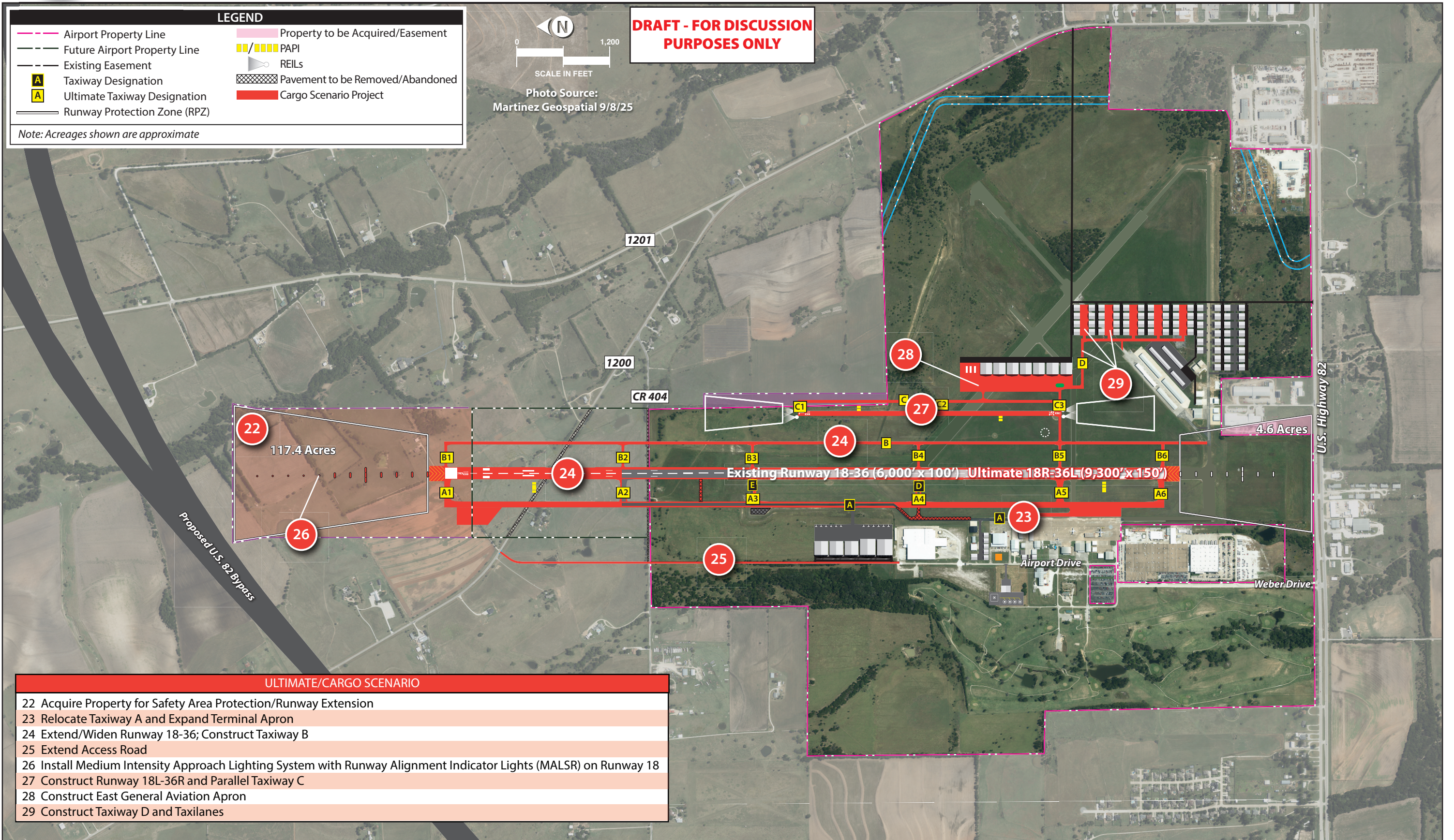
Description: The planned shift/extension of Runway 18-36 necessitates the acquisition of approximately 82.8 acres of property north of the extended Runway 18 threshold to protect future safety areas and ensure unimpeded airspace. Environmental documentation is required prior to major airfield projects involving property acquisition. The cost of this project assumes an Environmental Assessment (EA) for planning purposes. (Note: While a total of 82.8 acres is needed to accommodate both the runway shift and extension, these projects are programmed separately, as detailed in Projects #7 and #16 below. This EA is intended to evaluate only the approximately 45 acres that are needed for the 650-foot runway shift. If/when a runway extension becomes justified, a separate EA will be required prior to acquisition of the additional 37.8 acres needed to accommodate the extension.¹⁾)

Cost Estimate: \$350,000

Funding Breakdown: AIP/TxDOT – 90% | Airport Sponsor – 10%

¹ NEPA documentation, such as an EA, is valid for three years. If an approved project is not started within this timeframe, the document must be re-evaluated. The planned extension to bring Runway 18-36 to 7,000 feet is a project that must be justified based on need, and it is assumed that this project, if justified, would occur at a point in time beyond the three-year shelf life of the EA included in Project #5.





Project #6: Acquire Property for Safety Area Protection and Runway Shift to the North

Description: Acquisition of approximately 45 acres north of Runway 18 is planned to protect future safety areas that will change in size and location due to the planned runway shift and transition to C-II design standards. This includes land needed to protect the runway safety area (RSA), runway object free area (ROFA), and RPZ, along with property that would be located inside the future building restriction line (BRL). This project also includes closure of portions of FM 1200 and CR 404. Easement over approximately 4.6 acres within the Runway 36 RPZ is also included in this project.

Cost Estimate: \$1,365,600

Funding Breakdown: AIP/TxDOT – 90% | Airport Sponsor – 10%

Project #7: Shift Runway 18-36 North for RPZ Protection

Description: Runway 18-36 is planned to be shifted north 650 feet to remove U.S. Highway 82 from the Runway 36 RPZ. This project includes relocation of the Runway 36 threshold, removal of pavement, and a 650-foot extension to the north to maintain the current runway length of 6,000 feet. A new threshold connector (Taxiway A2 as shown on **Exhibit 6B**) is also included, along with relocation of runway lighting and visual approach aids.

Cost Estimate: \$5,192,500

Funding Breakdown: AIP/TxDOT – 90% | Airport Sponsor – 10%

Project #8 Construct Taxilane Pavement for T-Hangar Complex Expansion

Description: The existing T-hangar area east of Runway 36 is planned to be expanded to accommodate additional small aircraft basing at GLE. This project plans for construction of taxilane pavement to support these facilities; hangar construction costs are assumed to be privately sourced.

Cost Estimate: \$5,111,100

Funding Breakdown: AIP/TxDOT – 90% | Airport Sponsor – 10%

Project #9: Install MITL

Description: Taxiway A is currently delineated by centerline reflectors. To improve visibility and enhance safety, installation of medium intensity taxiway lighting (MITL) on Taxiway A and its connectors is planned.

Cost Estimate: \$648,400

Funding Breakdown: AIP/TxDOT – 90% | Airport Sponsor – 10%

Project #10: Taxilane Pavement Construction

Description: Linear box hangars and an executive box hangar are planned north of the terminal apron. A taxilane and apron frontage are planned to support these developments.

Cost Estimate: \$1,077,800

Funding Breakdown: AIP/TxDOT – 90% | Airport Sponsor – 10%

Project #11: Expand Fuel Farm

Description: This project includes the installation of two 12,000-gallon aboveground fuel tanks in the existing fuel farm area. It is assumed that one tank would be used to store Jet A and the other would be used to store unleaded aviation fuel.

Cost Estimate: \$1,795,200

Funding Breakdown: AIP/TxDOT – 90% | Airport Sponsor – 10%

Project #12: Routine Pavement Maintenance

Description: As airfield pavements deteriorate over time, it is necessary to undergo overlay/rehabilitation/reconstruction projects. It is anticipated that this project could be split up into multiple projects based on future pavement maintenance needs.

Cost Estimate: \$3,000,000

Funding Breakdown: AIP/TxDOT – 90% | Airport Sponsor – 10%

Intermediate-Term Program Summary

The total costs associated with the intermediate-term program are estimated at \$18.5 million and presented on **Exhibit 6A**. Of this total, approximately \$16.7 million could be eligible for federal/state funding, and the airport sponsor share is projected at \$1.9 million.

LONG-TERM PROGRAM

The long-term planning horizon considers nine projects for the 10+ year period that are primarily demand driven. These projects and their associated costs are listed on **Exhibit 6A** and graphically depicted on **Exhibit 6B**.

Project #13: Install MALS on Runway 36

Description: Runway 36 currently has an instrument approach procedure with visibility minimums down to $\frac{3}{4}$ -mile. While not required, a medium intensity approach lighting system (MALS) is recommended for this type of approach. As such, this project plans for the installation of this equipment on Runway 36.

Cost Estimate: \$2,244,000

Funding Breakdown: AIP/TxDOT – 90% | Airport Sponsor – 10%

Project #14: Construct Taxilane and Apron Pavement

Description: Conventional hangars are planned north of the commercial building at the end of Airport Drive. A new taxilane extending from Taxiway A and an apron with marked aircraft parking is included as part of this project. Airport Drive is also planned for extension to provide access to this area.

Cost Estimate: \$10,309,100

Funding Breakdown: AIP/TxDOT – 90% | Airport Sponsor – 10%

Project #15: Environmental Assessment for Future Property Acquisition/Acquire Property

Description: The planned extension of Runway 18-36 to 7,000 feet necessitates the acquisition of approximately 37.8 acres of property north of the Runway 18 threshold to protect future safety areas and ensure unimpeded airspace. As previously stated, environmental documentation is required prior to major airfield projects involving property acquisition. The cost of this project assumes preparation of an Environmental Assessment (EA) for planning purposes.

Cost Estimate: \$1,238,300

Funding Breakdown: AIP/TxDOT – 90% | Airport Sponsor – 10%

Project #16: Extend Runway 18-36 1,000 Feet

Description: Runway 18-36 is planned to be extended 1,000 feet to the north, bringing the total runway length to 7,000 feet. This project includes additional medium intensity runway lighting (MIRL), relocation of visual approach aids, and extension of Taxiway A and construction of a new threshold connector (MITL to be included on new taxiway pavement).

Cost Estimate: \$6,017,800

Funding Breakdown: AIP/TxDOT – 90% | Airport Sponsor – 10%

Project #17: Install MALS on Runway 18

Description: Runway 18 is the most frequently used runway for arrivals in both visual flight rules (VFR) and instrument flight rules (IFR) conditions. This runway is currently equipped with a non-precision approach with visibility minimums of $\frac{3}{4}$ -mile; however, the plan includes a potential for reduced visibility minimums down to $\frac{3}{4}$ -mile. A MALS is planned to support this potential.

Cost Estimate: \$2,244,000

Funding Breakdown: AIP/TxDOT – 90% | Airport Sponsor – 10%

Project #18: Expand Terminal Building

Description: The existing terminal building is planned to be expanded by 1,500 square feet (sf). As detailed previously in Chapter Three, the terminal building may become constrained by the long-term planning period.

Cost Estimate: \$673,200

Funding Breakdown: AIP/TxDOT – 90% | Airport Sponsor – 10%

Project #19: Construct Taxilane Pavement and Vehicle Access Roads/Parking

Description: Executive box hangars are planned along existing Taxiway B and in a currently undeveloped area farther south and east. While individual hangar developers are responsible for constructing their own apron pavement because it is considered exclusive use, a taxilane to access multiple hangars is eligible for federal grant funding. This project plans for construction of a taxilane extending south off Taxiway B, then turning east to access planned hangars. An access road from U.S. Highway 82 is also planned, with additional vehicle routes to existing/planned hangars. A vehicle parking lot adjacent to the T-hangar complex is also included.

Cost Estimate: \$6,360,200

Funding Breakdown: AIP/TxDOT – 90% | Airport Sponsor – 10%

Project #20: Construct Vertiport

Description: A vertiport is planned on an approximately four-acre site west of Airport Drive. This project includes construction of a takeoff/landing area and an apron for parking vertical takeoff/landing (VTOL) aircraft. A terminal/office and associated vehicle access and parking are also included.

Cost Estimate: \$6,977,900

Funding Breakdown: AIP/TxDOT – 90% | Airport Sponsor – 10%

Project #21: Routine Pavement Maintenance

Description: As airfield pavements deteriorate over time, it is necessary to undergo overlay/rehabilitation/reconstruction projects. It is anticipated that this project could be split up into multiple projects based on future pavement maintenance needs.

Cost Estimate: \$10,000,000

Funding Breakdown: AIP/TxDOT – 90% | Airport Sponsor – 10%

Long-Term Program Summary

The total investment necessary for the long-term CIP (detailed on **Exhibit 6A**) is approximately \$46.1 million. Approximately \$40.9 million is eligible for federal/state funding assistance. The sponsor share of long-term projects is projected at \$5.2 million.

ULTIMATE/CARGO SCENARIO PROJECTS

Projects associated with the potential implementation of large-scale air cargo services and the construction of a parallel runway to serve small general aviation operations exclusively have been separated from the general CIP. These projects and their costs are detailed below.

Project #22: Acquire Property for Safety Area Protection/Runway Extension

Description: Approximately 117.4 acres of property north of the airport are needed to accommodate the ultimate runway extension and associated safety areas. An environmental assessment is also included as part of this project.

Cost Estimate: \$3,258,900

Funding Breakdown: AIP/TxDOT – 90% | Airport Sponsor – 10%

Project #23: Relocate Taxiway A and Expand Terminal Apron

Description: Currently, the southern half of Taxiway A is separated from the runway by 600 feet. As only 400 feet are needed to meet the ultimate design standard, portions of this section of Taxiway A are planned to be removed and new taxiway pavement will be constructed at a separation of 400 feet (in line with the northern portion of the taxiway). The terminal apron is also planned to be expanded as part of this project, adding additional depth and circulation area for aircraft.

Cost Estimate: \$18,555,900

Funding Breakdown: AIP/TxDOT – 90% | Airport Sponsor – 10%

Project #24: Extend and Widen Runway 18-36; Construct Ultimate Taxiway B

Description: Runway 18-36 is planned to be extended to 9,300 feet to accommodate large, widebody aircraft conducting air cargo operations. This project includes a 2,300-foot extension to the north, along with widening of the runway to 150 feet, in accordance with ultimate C-IV design standards for width. Also included are extension of Taxiway A and construction of a new threshold connector; widening of Taxiway A and associated connectors to 75 feet; construction of a holding bay and blast pads at each runway end; and installation/relocation of signage, runway/taxiway lighting, and approach aids. Construction of ultimate Taxiway B east of the runway is also included.

Cost Estimate: \$97,771,100

Funding Breakdown: AIP/TxDOT – 90% | Airport Sponsor – 10%

Project #25: Extend Access Road

Description: Airport Drive is planned to be extended north to provide access to the air cargo area and connect to FM 1200.

Cost Estimate: \$3,446,400

Funding Breakdown: AIP/TxDOT – 90% | Airport Sponsor – 10%

Project #26: Install MALSR on Runway 18R

Description: The MALSR serving Runway 18 is planned to be upgraded to a full MALSR, which is required for instrument runways with visibility minimums of ½-mile, as is planned for Runway 18.

Cost Estimate: \$2,992,000

Funding Breakdown: AIP/TxDOT – 90% | Airport Sponsor – 10%

Project #27: Construct Parallel Runway 18L-36R and Parallel Taxiway

Description: A parallel runway is planned to be constructed 790 feet east of existing Runway 18-36. This runway is intended to serve small aircraft exclusively to better segregate those operations from jet activity occurring on the primary runway. Approximately 9.2 acres of property is planned to be acquired as part of this project, along with construction of the runway at 3,400 feet long by 60 feet wide. Construction of ultimate Taxiway C and connector taxiways is also included along with visual approach aids. Ultimate Taxiway B5 is planned to be extended east to connect the runways. Relocation of the wind cone and segmented circle are also included with this project.

Cost Estimate: \$10,571,200

Funding Breakdown: AIP/TxDOT – 90% | Airport Sponsor – 10%

Project #28: Construct East GA Apron

Description: A general aviation apron is planned east of ultimate Runway 18L-36R. This apron is intended to support conventional hangars that could house a fixed base operator (FBO), specialized aviation service operators (SASO), or flight schools. Parking for both fixed wing and rotorcraft is planned. Three fuel tanks are also planned for the storage of 100LL, Jet A, and unleaded aviation fuel.

Cost Estimate: \$13,691,400

Funding Breakdown: AIP/TxDOT – 90% | Airport Sponsor – 10%

Project #29: Construct Taxiway D and Taxilanes

Description: Ultimate Taxiway D is planned to connect to the east GA apron to provide access to planned box hangars. This project includes the construction of Taxiway D and connecting taxilane pavement to hangar rows.

Cost Estimate: \$17,201,500

Funding Breakdown: AIP/TxDOT – 90% | Airport Sponsor – 10%

Ultimate/Cargo Scenario Program Summary

The total investment necessary for the cargo CIP (detailed on **Exhibit 6A**) is approximately \$167.5 million. Approximately \$150.7 million is eligible for federal/state funding assistance. The sponsor share of long-term projects is projected at \$16.7 million.

CAPITAL IMPROVEMENT PROGRAM SUMMARY

The CIP is intended as a road map of improvements to help guide the City of Gainesville and TxDOT – Aviation Division. The plan, as presented, will help accommodate increases in forecast demand at GLE over the next 20 years and beyond. The sequence of projects may change due to availability of funds or changing priorities, based on the annual review by airport management, the FAA, and TxDOT; nevertheless, this is a comprehensive list of capital projects the airport should consider in the next 20 years.

The general CIP proposes approximately \$71.4 million in airport development needs. Of this total, approximately \$63.7 million could be eligible for federal and/or state funding assistance. The sponsor funding estimate for the proposed general CIP is \$7.7 million. Projects associated with the air cargo scenario are estimated at approximately \$167.5 million, with the local responsibility estimated at approximately \$16.7 million. The grand total of the entire CIP, including ultimate/air cargo-related projects, is approximately \$238.9 million. Of that, federal/state funds could potentially be available for \$214.4 million, while the remaining \$24.5 million would likely need to be sourced from local funds or private developers.

CAPITAL IMPROVEMENT FUNDING SOURCES

Generally, four different sources of funds are used to finance airport development:

- Airport cash flow
- Revenue and general obligation bonds
- Federal/state/local grants
- Passenger facility charges (PFCs) (reserved for commercial service airports)

Access to these sources of financing varies widely among airports. Some large airports maintain substantial cash reserves, and smaller commercial service and general aviation airports often require subsidies from local governments to fund operating expenses and finance modest improvements.

Financing for capital improvements at GLE will not rely solely on the financial resources of the City of Gainesville. Capital improvement funding is available through various grant-in-aid programs on both the federal and state levels. Historically, the airport has received both federal and state grants. While more funds could be available some years, the CIP was developed with project phasing to remain realistic and within the range of anticipated grant assistance. The following discussion outlines key sources of potential funding for capital improvements at the airport.

FEDERAL GRANTS

Through federal legislation over the years, various grant-in-aid programs have been established to develop and maintain the system of public-use airports across the United States. The purpose of this system and its federally based funding is to maintain national defense and promote interstate commerce. Recently, the *FAA Reauthorization Act of 2024* (enacted on May 16, 2024) authorized the FAA's AIP at \$4.0 billion for fiscal years 2025 through 2028. Section 708 of the law increased the federal share of

allowable AIP-funded project costs at nonhub and nonprimary airports to 95 percent for FY 2025 and FY 2026. After FY 2026, the federal share reverts to 90 percent for AIP-funded projects.

The source for AIP funds is the Aviation Trust Fund, which was established in 1970 to provide funding for aviation capital investment programs (aviation development, facilities and equipment, and research and development). The Aviation Trust Fund also finances the operation of the FAA. It is funded by user fees, including taxes on airline tickets, aviation fuel, and various aircraft parts.

Several projects identified in the CIP are eligible for FAA funding through the AIP, which provides entitlement funds to airports based (in part) on their annual enplaned passengers and pounds of landed cargo weight. Additional AIP funds that are designated as discretionary may also be used for eligible projects, based on the FAA's national priority system. Although the AIP has been reauthorized several times and the funding formulas have been periodically revised to reflect changing national priorities, the program has remained essentially the same. Public-use airports that serve civil aviation – like GLE – may receive AIP funding for eligible projects, as described in the FAA's *Airport Improvement Program Handbook*. The airport must fund the remaining project costs through a combination of other funding sources, which are discussed in the following sections.

Funding for AIP-eligible projects is undertaken through a cost-sharing arrangement in which the FAA/TxDOT provides up to 90 percent of the cost and the airport sponsor invests the remaining 10 percent. In exchange for this level of funding, the airport sponsor is required to meet various grant assurances, including maintaining the improvement for its useful life (usually 20 years).

Another source for federal grants is the *Infrastructure Investment and Jobs Act* (IIJA), which was signed into law in 2022 and plans for \$25 billion to be invested into America's airports over a five-year period. IIJA funds are sourced from the U.S. Treasury General Fund and are split into two funding buckets: \$20 billion for Airport Infrastructure Grants (AIG) and \$4.85 billion for the Airport Terminal Program (ATP). **Under IIJA, GLE has been allocated \$1,448,000, with \$757,333 awarded in FY22-25; \$690,667 remains available².** This money can be used for repair and maintenance of existing infrastructure or construction of new facilities (i.e., airfield pavement, navigational aids, lighting, terminal building, etc.). ATP grants can be used for multimodal terminal development and relocating, reconstructing, repairing, or improving an airport traffic control tower. The federal share for AIG is the same as an AIP grant (90 percent with a local 10 percent match), while the federal share for ATP grants is 95 percent for nonprimary airports. The grant assurances that apply to AIP grants also apply to IIJA grants.

Apportionment (Entitlement) Funds

The AIP provides funding for eligible projects at airports through an apportionment (entitlement) program. Nonprimary airports that are included in the *National Plan of Integrated Airport Systems* (NPIAS), such as GLE, receive a guaranteed minimum level of \$150,000 each year in nonprimary entitlement (NPE) funds. These funds can be carried over and combined for up to four years, thereby allowing for the completion of a more expensive project.

² <https://www.faa.gov/iiija/airport-infrastructure>

The FAA also provides a state apportionment, based on a federal formula that considers land area and population. TxDOT distributes these funds for projects at various airports throughout the State of Texas.

Given the potential for GLE to support commercial service activity and/or air cargo in the future, it should also be noted that additional entitlement funds are available to airports accommodating these activities and meeting certain criteria. A primary commercial service airport, which is defined as any commercial service airport enplaning at least 10,000 passengers annually, receive a guaranteed minimum level of federal assistance each year based on their enplaned passenger levels and congressional appropriation levels. If the threshold of 10,000 annual enplanements is met, the airport receives \$1.3 million annually in entitlement funds. Cargo entitlements are based on annual landed weight and amount to four percent of the total AIP available for grants, divided on a pro-rata basis according to an airport's share of total U.S. landed cargo weight. As an example, Perot Field/Fort Worth Alliance Airport (AFW) recorded 2,045,607,541 pounds of landed weight in 2023 and subsequently received \$1,551,208 in cargo entitlement funds for FY 2025.

Small Airport Fund

If a large- or medium-hub commercial service airport chooses to institute a PFC – which is a fee of up to \$4.50 per airline ticket for the funding of capital improvement projects – its apportionment is reduced. A portion of the reduced apportionment goes to the small airport fund. The *FAA Reauthorization Act of 2024* includes a pilot program that will allow general aviation airports to use the Small Airport Fund for runway extension projects that might otherwise be ineligible under the AIP.

The Small Airport Fund is reserved for small-hub primary commercial service, nonhub commercial service, reliever, and general aviation airports. As a general aviation airport, GLE is eligible for funds from this source.

Discretionary Funds

An airport may face major projects that will require funds in excess of the airport's annual entitlements; thus, additional funds from discretionary apportionments under the AIP become desirable. The primary element of discretionary funds is that they are distributed on a priority basis. The priorities are established by the FAA using a code system under which projects are ranked by purpose. Projects ensuring airport safety and security are ranked as the most important priorities, followed by maintaining current infrastructure development, mitigating noise and other environmental impacts, meeting design standards, and increasing system capacity.

It is important to note that competition for discretionary funding is not limited to airports in the State of Texas or those within the FAA's Southwest Region. The funds are distributed to all airports in the country and, as such, are more difficult to obtain. High priority projects will often fare favorably, while lower priority projects may not receive discretionary grants.

Set-Aside Funds

Portions of AIP funds are set-asides that are designed to achieve specific funding minimums for noise compatibility planning and implementation, certain former military airfields (Military Airports Program), and certain reliever airports. GLE does not qualify for set-aside funding.

FAA Facilities and Equipment (F&E) Program

The Airway Facilities Division of the FAA administers the F&E Program. This program provides funding for the installation and maintenance of various navigational aids and equipment of the National Airspace System (NAS). Under the F&E Program, funding is provided for FAA airport traffic control towers (ATCTs), enroute navigational aids, on-airport navigational aids, and approach lighting systems.

While the F&E Program still installs and maintains some navigational aids, on-airport facilities at general aviation airports have not been prioritized; therefore, airports often request funding assistance for navigational aids through the AIP and maintain the equipment on their own³.

STATE FUNDING PROGRAMS

The State of Texas participates in the federal State Block Grant Program. Under this program, the FAA annually distributes general aviation state apportionment and discretionary funds to TxDOT, which distributes grants to airports within the state. In compliance with TxDOT's legislative mandate to "apply for, receive, and disburse" federal funds for general aviation airports, TxDOT acts as the agent of the local airport sponsor. Although these grants are distributed by TxDOT, they include all federal obligations.

The State of Texas also distributes funding to general aviation airports from the Highway Trust Fund through the Texas Aviation Facilities Development Program. These funds are appropriated each year by state legislature. Once distributed, these grants include state obligations only.

The establishment of a CIP for the state requires identification of the need, followed by the establishment of a ranking or priority system. Identifying all state airport project needs allows TxDOT to establish a biennial program and budget for development costs. The currently approved TxDOT CIP, *Aviation Capital Improvement Program 2026-2028*, assumes approximately \$19 million in annual state apportionment, plus \$24 million earmarked for NPEs, \$12 million in annual federal discretionary funding, and \$36 million in IIJA AIG funds. In terms of state funding, TxDOT is planning \$67 million for FY 2026 and 2027 and \$15 million for FY 2028 pending legislative appropriation in 2027.

The TxDOT biennial program sets a project priority system established by the Texas Transportation Commission to make the best use of limited state and federal airport development funds. **Table 6B** presents the priority objectives and their associated descriptions, listed in order of importance.

³ Guidance on the eligibility of a project for federal AIP grant funding can be found in FAA Order 5100.38D, *Airport Improvement Program Handbook*, Change 1 (effective February 26, 2019). This document will be updated as a result of the *FAA Reauthorization Act of 2024*; however, an updated version is not available, as of the time of this writing.

TABLE 6B | TxDOT Project Priorities

Priority Objective	Description
Safety	Projects needed to make the facility safe for aircraft operations.
Preservation	Projects to preserve the functional or structural integrity of the airport.
Standards	Improvements required to bring the airport up to design standards for current user aircraft.
Upgrade	Improvements required to allow the airport to accommodate larger aircraft or longer stage lengths.
Capacity	Expansion required to accommodate more aircraft or higher levels of activity.
New Access	A new airport to provide new air access to a previously unserved area.
New Capacity	A new airport to add capacity or relieve congestion at other area airports.

Source: TxDOT Aviation Capital Improvement Program, 2026-2028

Each project for the airport must be identified and programmed into the state CIP and must compete with other airport projects in the state for both federal and state funds. In Texas, airport development projects that meet TxDOT's discretionary funding eligibility requirements can receive 90 percent funding from the AIP State Block Grant Program. Eligible projects include airfield and apron facilities. Historically, revenue-generating improvements (such as fuel facilities, utilities, and hangars) have not been eligible for AIP funding; however, FAA funding legislation has historically provided an allowance of NPE funds to be used for hangar or fuel farm construction if all other airfield needs have been addressed.

The availability of grant funds can fluctuate from year to year. Typically, an airport can expect a grant to cover several projects in one grant cycle, and the next grant opportunity may not occur for several years. This cycle occurs because TxDOT must administer grants for more than 300 airports and has relatively limited resources. As a result, local budgeting for future capital improvements should consider sporadic grant availability.

Routine Airport Maintenance Program (RAMP)

TxDOT has established the RAMP to help general aviation airports maintain and, in some instances, construct new facilities. The program was initially designed to help airports maintain airside and landside pavements but has since been expanded to include construction of new facilities. RAMP is an annual funding source through which TxDOT will provide a 50 percent funding match for projects up to \$100,000. **Table 6C** outlines the projects that are eligible under RAMP. It should be noted that several projects listed in the airport's proposed CIP are also eligible for RAMP funding.

TABLE 6C | RAMP Eligible Projects

Airside Maintenance
Pavement Crack Seal/Slurry Seal/Fog Seal/Rejuvenator
Pavement Markings
Drainage Maintenance
Sweeping
Herbicide Application on Airside Pavement; Pesticide Around Airside Electrical Systems
Replacement Bulbs/Lamps for Airside Lights and Approach Aids; Repair/Maintenance for Beacon, Lighting, & NAVAIDs
Eligible Air Traffic and Operations Equipment, Installation, and Subscription Costs
AWOS Parts Replacement
After Airside Maintenance Is Addressed
Seal Coats/Chip Seal/Crack Seal for Non-Airside Pavement
Hangar/Terminal Painting and Repairs (airport-owned only)
Security Camera Systems (excluding monitoring fees)
Game-Proof or Security Fencing and Gates; Electric Gate Openers
Access Roads for AWOS Installations
AWOS National Airspace Data Interchange Network (NADIN) Interface Charges
Airport Entrance Signs
Repair/Replacement of Fuel Systems, Including Tanks (airport-owned only)
Storm Water Pollution Prevention Plans; Spill Prevention Control and Countermeasure Plans
Airfield Foreign Object Debris (FOD) Sweeper
HVAC Repairs in Terminal Building/Tower
Small Capital Improvement Projects (With TxDOT Guidance)
New Public Vehicle Parking Areas
New Entrance Roads and Hangar Access Roads
Aircraft Wash Racks
Aircraft Parking Aprons
Extension of Runway Lighting Systems
Drainage Study & Improvements
Small General Aviation Terminal Buildings
Beacon/Tower Replacement
Preparation of FAA Form 7460-1 for RAMP Projects

Source: TxDOT RAMP (2026)

Other State Airport Programs

TxDOT also provides a funding mechanism for terminal buildings and ATCT improvements. TxDOT funds terminal building construction on a 50/50 basis, up to a \$1 million total project cost. It should be noted that TxDOT has recently considered upgrading the total cost allowance on a case-by-case basis.

TxDOT also funds the construction of up to two ATCTs within the state each year. TxDOT has improved the program so that ATCT funding could be provided on a 90/10 basis, up to a total construction cost of \$1.67 million.

LOCAL FUNDING

After consideration has been given to grants, the balance of project costs must be funded through local resources. A goal for any airport is to generate enough revenue to cover all operating and capital

expenditures, if possible. There are several local financing options to consider when funding future development at airports, including airport revenues, issuance of a variety of bond types, leasehold financing, implementing a customer facility charge (CFC), pursuing non-aviation development potential, and collecting money from special events. These strategies could be used to fund the local matching share or complete a project if grant funding cannot be arranged. The following is a brief description of the most common local funding options.

Airport Revenues

An airport's daily operations are conducted through the collection of various rates and charges. These airport revenues are generated specifically by airport operations. There are restrictions on the use of revenues collected by the airport. All receipts – excluding bond proceeds or related grants and interest – are irrevocably pledged to the punctual payment of operating and maintenance expenses, payment of debt service for as long as bonds remain outstanding, or additions or improvements to airport facilities.

All airports should establish standard basis rates for various leases. All lease rates should be set to adjust to a standard index, such as the consumer price index (CPI), to ensure that fair and equitable rates continue to be charged in the future. Many factors will impact what the standard lease rate should be for a particular facility or ground parcel. For example, ground leases for aviation-related facilities should have a different lease rate than non-aviation leases. A separate facility lease rate should be charged for airport-owned hangars. The lease rate for any individual parcel or hangar may vary due to availability of utilities, condition, location, and other factors; nevertheless, standard lease rates should fall within an acceptable range.

Bonding

Bonding is a common method of financing large capital projects at airports. A bond is an instrument of indebtedness of the bond issuer to the bond holder(s); a bond is a form of loan or "IOU." While bond terms are negotiable, the bond issuer is typically obligated to pay the bond holder interest at regular intervals and/or repay the principal at a later date.

Leasehold/Third-Party Financing

Leasehold or third-party financing refers to a developer or tenant financing improvements under a long-term ground lease. The advantage of this arrangement is that it relieves the airport of the responsibility of raising capital funds for the improvement. As an example, a hangar developer might consider constructing hangars and charging fair market lease rates, while paying the airport for a ground lease. A fuel farm can be established in the same manner, with the developer of the facility paying the airport a fuel flowage fee.

Many airports use third-party (private entity) funding when the planned improvements will primarily be used by a private business or other organization. Such projects are not ordinarily eligible for federal funding. Projects of this kind typically include hangars, fixed base operator facilities, fuel storage,

exclusive aircraft parking aprons, industrial aviation-use facilities, non-aviation office/commercial/industrial developments, and other similar projects. Private development proposals are considered on a case-by-case basis. Airport funds for infrastructure, preliminary site work, and site access are often required to facilitate privately developed projects on airport property.

Customer Facility Charge (CFC)

A CFC is the imposition of an additional fee charged to customers for the use of certain facilities. The most common example is when an airport constructs a consolidated rental car facility and imposes a fee for each rental car contract. That fee is then used by the airport to pay down the debt incurred from building the facility.

Non-Aeronautical Development

In addition to generating revenue from traditional aviation sources, airports with excess land can permit compatible non-aeronautical development. Generally, an airport will extend a long-term lease for land that is not anticipated to be needed for aviation purposes in the future. The developer will then pay the monthly lease rate and construct and use a compatible facility. In addition to the already established Gainesville Municipal Golf Course, the recommended master plan concept includes a significant portion of undeveloped airport property that is reserved for future non-aeronautical development. It should be noted that any proposed non-aviation development must be reviewed and approved by both the FAA and TxDOT.

Special Events

Another common revenue-generating option is permitted use of airport property for temporary or single events. Airports can permit portions of their facilities to be used for non-aviation special events, such as car shows or video production of commercials. This type of revenue generation must be approved by the FAA.

MASTER PLAN IMPLEMENTATION

To implement the master plan recommendations, it is key to recognize that planning is a continuous process and does not end with approval of this document. The airport should implement measures that allow it to track various demand indicators, such as based aircraft, hangar demand, and operations. The issues upon which this master plan is based will remain valid for several years. The primary goal is for GLE to best serve the air transportation needs of the region while achieving economic self-sufficiency.

The CIP and phasing program presented will change over time. An effort has been made to identify and prioritize all major capital projects that would require federal or state grant funding; nevertheless, the airport and TxDOT review the five-year CIP on an annual basis.

The primary value of this study lies in keeping the issues and objectives at the forefront of the minds of decision-makers. In addition to adjustments in aviation demand, decisions on when to undertake the improvements recommended in this master plan will impact how long the plan remains valid. The format of this plan reduces the need for formal and costly updates by allowing for simple adjustments to the timing of project implementation. Updates can be made by airport management, thereby improving the plan's effectiveness; nevertheless, airports are typically encouraged to update their master plans every seven to 10 years, or sooner if significant changes occur in the interim.

In summary, the planning process requires the City of Gainesville to consistently monitor the progress of the airport. The information obtained from continually monitoring activity will provide the data necessary to determine if the development schedule should be accelerated or decelerated.