CHAPTER SIX

Capital Improvement Program

The Master Plan Concept presented in the previous chapter outlined airside and landside improvements for Cleburne Regional Airport (CPT) that provide the City of Cleburne with a plan to preserve and develop the airport to meet future aviation demands. Using the Recommended Master Plan Concept as a guide, this chapter will provide a description and overall cost estimates 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. The second section identifies and discusses capital improvement funding sources at the federal, state, and local levels. As a block grant state, TxDOT is responsible for distributing FAA grant funds to general aviation airports as well as their own state funding program. As such, TxDOT serves as both state and federal agency for grants at CPT.

AIRPORT CAPITAL IMPROVEMENT PROGRAM

With the recommended concept and specific needs and improvements for the airport having been established, the next step is to determine a realistic schedule for project implementation and the 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, programmed by planning horizons, has been developed to cover the short- (1-5 years), intermediate- (6-10 years), and long-term (11-20 years) planning horizons. By using planning horizons instead of specific years, the City of Cleburne will have greater flexibility to adjust capital needs as demand dictates. **Table 6A** summarizes the key aviation demand milestones projected at CPT for each of the three planning horizons.

TABLE 6A | Aviation Demand Planning Horizons

		PLANNING HORIZON		
	Base Year 2021	Short Term (1-5 Years)	Intermediate Term (6-10 Years)	Long Term (11-20 Years)
ANNUAL OPERATIONS				
Itinerant				
General Aviation	10,444	12,100	13,000	13,700
Air Taxi	300	400	550	750
Military	24	24	24	24
Local				
General Aviation	31,132	34,100	36,100	40,300
Military	0	0	0	0
Total Annual Operations (Rounded)	**41,900**	**46,600**	**49,700**	**54,800**
BASED AIRCRAFT	**119**	**128**	**139**	**162**

Source: Coffman Associates analysis

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, some of which have been previously defined by airport management and existing CIP schedules. As short-term horizon activity levels are reached, it will then be time to plan for the intermediate term based on the next activity milestones. Likewise, when the intermediate milestones are reached, it will be time to plan 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 expanding utility infrastructure and site preparation for constructing 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 to be made 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 CPT, 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, in turn, lowers the monthly lease rates necessary to amortize a loan. **The CIP for CPT assumes that development for landside facilities will be constructed privately through ground lease agreements with the sponsor**. This assumption does not preclude the possibility of the airport constructing new hangars. Furthermore, the airport/city may decide to provide the site

preparation projects necessary to facilitate hangar construction, such as grading and utility installation. Ultimately, the City of Cleburne will determine, based on demand and the specific needs of a potential developer, whether to self-fund landside facility development or to rely on private developers.

As a master plan is a conceptual document, implementation of the capital projects should only be undertaken after further refinement of their design and costs through architectural and/or engineering analysis. Moreover, some projects may require additional infrastructure improvements (e.g., drainage, 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. These estimates include design, construction, administration, and contingency costs that may arise on the project. **Capital costs presented here should be viewed only as "order-of-magnitude" estimates that are subject to further refinement during any engineering and/or architectural design**. Nevertheless, they are considered sufficient for planning purposes. Cost estimates for each of the development projects in the CIP are based on present-day construction, design, and administration costs. Adjustments will need to be applied over time to account for inflation and changes in construction and capital equipment costs. Cost estimates for all projects are in current (2022) dollars.

Exhibit 6A presents the proposed 20-year CIP for CPT. Most, but not all, of the projects identified are eligible for federal and/or state grant funding because some expenses, such as private investments or operational expenses, are not eligible for grant funding and are not presented in this CIP. **TxDOT funded projects are eligible for up to 90 percent of the total project cost, with the local sponsor responsible for a 10 percent match**. Some notable exceptions include items that can be funded by other TxDOT mechanisms like RAMP grants (ex: parking lot expansions) which are a 50/50 match up to $100,000, the remainder of which is the Sponsor's responsibility.

TxDOT uses 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. Nonetheless, 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 TxDOT funding are included on the list. On a biennial basis, the CIP is updated and reviewed with TxDOT. Projects on the CIP will be moved up and down, 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 required documentation for each project must be determined in consultation with FAA and TxDOT. There are three major levels of environmental review to be considered under the *National Environmental Policy Act* (NEPA): categorical exclusion (CatEx), Environmental Assessments (EA), and Environmental Impact Statements (EIS). Each level requires more time to complete and more detailed information. Guidance on what level of documentation is required for a specific project is outlined 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 CPT.

#	Project Description	Total Project Cost	TxDOT Share	Local Share
SHORT TERM PROGRAM				
2023				
1	Replace AWOS	$200,000	$150,000	$50,000
2	Pavement maintenance: main apron, Twys B, J, E (Design)	$243,100	$218,790	$24,310
3	Mitigate ROFA Obstructions	$16,500	$14,850	$1,650
2024				
4	Remove excess pavement on Taxiway A	$21,600	$19,440	$2,160
5	Relocate Taxiway G	$544,950	$490,455	$54,495
6	Pavement maintenance: main apron, Twys B, J, E (Construction)	$3,076,000	$2,768,400	$307,600
7	Pavement maintenance: T-hangar aprons (Design)	$300,000	$270,000	$30,000
2025				
8	Widen Taxiway E	$9,000	$8,100	$900
9	Rehabilitation of T-hangar aprons (Construction)	$3,752,100	$3,376,890	$375,210
2026				
10	Remove excess holding bay pavement on Taxiway H	$5,250	$4,725	$525
11	Relocate supplemental wind cone	$46,140	$41,526	$4,614
2027				
12	Install PAPI-4 at Runway 33	$100,000	$90,000	$10,000
13	Install REILs at Runway 15-33 ends	$160,000	$144,000	$16,000
TOTAL SHORT TERM PROGRAM		**$8,474,640**	**$7,597,176**	**$877,464**
INTERMEDIATE TERM				
14	Expand terminal parking	$100,000	$50,000	$50,000
15	Pavement maintenance: Taxiways A, H	$2,650,200	$2,385,180	$265,020
16	Construct north hangar apron	$2,991,300	$2,692,170	$299,130
17	Reroute and pave Slats Rodgers Rd	$142,435	$50,000	$92,435
18	Construct midfield T-hangar apron	$6,248,500	$5,623,650	$624,850
19	Site preparation for north hangar development	$80,700	$0	$80,700
TOTAL INTERMEDIATE TERM PROGRAM		**$12,213,135**	**$10,801,000**	**$1,412,135**
LONG TERM PROGRAM				
20	Runway 15-33 Reconstruction & Strengthening	$27,915,300	$25,123,770	$2,791,530
21	Extend Runway 15-33 583 feet south	$2,275,000	$2,047,500	$227,500
22	Extend Taxiway A 535 feet south	$862,750	$776,475	$86,275
23	Pavement maintenance: Taxiways B, C, D	$1,224,300	$1,101,870	$122,430
24	Expand terminal building	$327,600	$50,000	$277,600
25	Construct south hangar apron	$2,366,900	$2,130,210	$236,690
26	Construct south access road	$168,300	$50,000	$118,300
27	Site preparation for south hangar development	$121,950	$0	$121,950
TOTAL LONG TERM PROGRAM		**$35,262,100**	**$31,279,825**	**$3,982,275**
CAPITAL IMPROVEMENT PROGRAM TOTAL		**$55,949,875**	**$49,678,001**	**$6,271,874**

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 ranking 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 other projects during time of construction/implementation.

SHORT-TERM PROGRAM

The short-term projects are those anticipated to be needed during the first five years of the 20-year CIP. The projects listed are subject to change based on federal and state funding priorities. Projects relating to safety and maintenance generally have the highest priority. This applies to many of the projects identified in the short-term CIP that are associated with maintaining existing airfield pavements and improving airfield safety. The short-term program presents 13 projects for the planning period as presented on **Exhibit 6A** and depicted on **Exhibit 6B**. The following provides a detailed breakdown of each project.

Fiscal Year (FY) 2023

Project #1: Replace AWOS
Description: The airport is expected to receive a new Automated Weather Observing System (AWOS) to replace its aging unit.
Cost Estimate: $200,000
Funding Breakdown: TxDOT – 75% | Airport Sponsor – 25%

Project #2: Pavement maintenance: main apron, Taxiways B, J, E (Design)
Description: Design and planning stage for future rehabilitation and maintenance projects for selected taxiways and terminal apron.
Cost Estimate: $243,100
Funding Breakdown: TxDOT – 90% | Airport Sponsor – 10%

Project #3: Mitigate ROFA Obstructions
Description: Fill and level drainage areas and remove trees and shrubs in the Runway Object Free Area (ROFA) to meet FAA standards.
Cost Estimate: $16,500
Funding Breakdown: TxDOT – 90% | Airport Sponsor – 10%

FY 2024

Project #4: Remove excess Taxiway A pavement
Description: Trim the existing 80-foot width section of Taxiway A preceding Runway 15 to FAA design standard of 35 feet.
Cost Estimate: $21,600
Funding Breakdown: TxDOT – 90% | Airport Sponsor – 10%

Project #5: Relocate Taxiway G
Description: The current location of Taxiway G provides non-standard direct access from aircraft parking to the runway. Removing the existing surface and constructing a new 35-foot-wide taxiway surface 640 feet south resolves the issue.
Cost Estimate: $544,950
Funding Breakdown: TxDOT – 90% | Airport Sponsor – 10%

Project #6: Pavement maintenance: main apron, Taxiways B, J, E (Construction)
Description: Rehabilitation construction on selected taxiways and primary terminal apron with lighting and striping.
Cost Estimate: $3,076,000
Funding Breakdown: TxDOT – 90% | Airport Sponsor – 10%

Project #7: Pavement maintenance: T-hangar aprons (Design)
Description: Design and planning stage for future rehabilitation and maintenance projects for all apron areas at the north T-hangars and executive hangar facilities.
Cost Estimate: $300,000
Funding Breakdown: TxDOT – 90% | Airport Sponsor – 10%

FY 2025

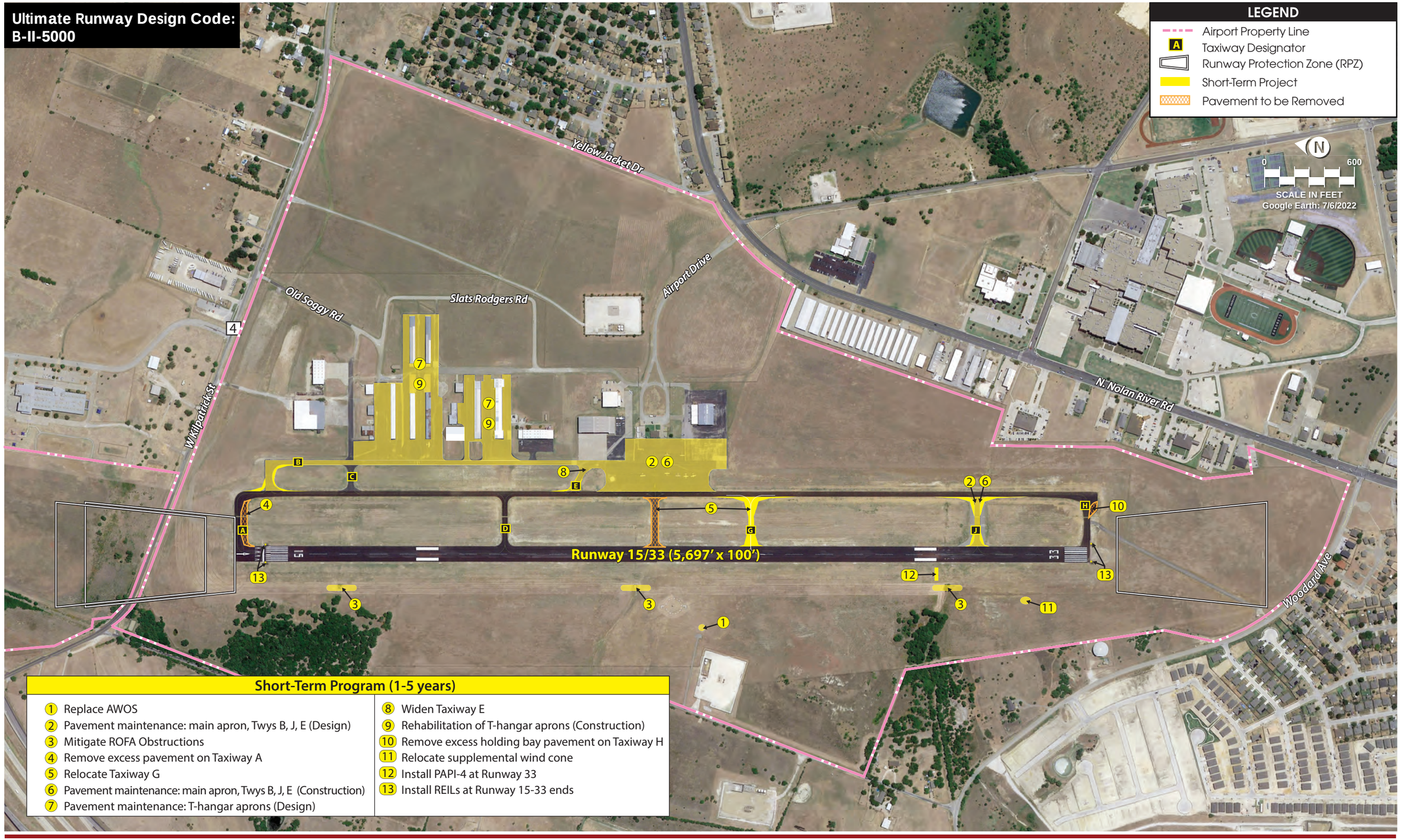
Project #8: Widen Taxiway E
Description: Widen the surface of Taxiway E (approximately 80 linear feet) from 30 to 35 feet to meet FAA taxiway design standards for Taxiway Design Group (TDG) 2A/2B.
Cost Estimate: $9,000
Funding Breakdown: TxDOT – 90% | Airport Sponsor – 10%

Project #9: Pavement maintenance: T-hangar aprons (Construction)
Description: Rehabilitation construction on north T-hangar aprons, with applicable striping and lighting.
Cost Estimate: $3,752,100
Funding Breakdown: TxDOT – 90% | Airport Sponsor – 10%

FY 2026

Project #10: Remove Taxiway H holding bay
Description: The excess pavement in the form of an aircraft “runup”/holding bay on Taxiway H preceding Runway 33 does not meet FAA design standards. It is planned to be removed, and appropriate taxiway fillets to be prepared for the ultimate extension of Taxiway A.
Cost Estimate: $5,250
Funding Breakdown: TxDOT – 90% | Airport Sponsor – 10%

Ultimate Runway Design Code: B-II-5000



Short-Term Program (1-5 years)

1. Replace AWOS
2. Pavement maintenance: main apron, Twys B, J, E (Design)
3. Mitigate ROFA Obstructions
4. Remove excess pavement on Taxiway A
5. Relocate Taxiway G
6. Pavement maintenance: main apron, Twys B, J, E (Construction)
7. Pavement maintenance: T-hangar aprons (Design)
8. Widen Taxiway E
9. Rehabilitation of T-hangar aprons (Construction)
10. Remove excess holding bay pavement on Taxiway H
11. Relocate supplemental wind cone
12. Install PAPI-4 at Runway 33
13. Install REILs at Runway 15-33 ends

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Project #11: Relocate supplemental wind cone
Description: The wind cone at Runway 33 sits within the Object Free Zone (OFZ) and ROFA. FAA design standards state that any supplemental wind cone should sit outside these areas. The cone is to be relocated 380 feet north and 140 feet west of its current location.
Cost Estimate: $46,140
Funding Breakdown: TxDOT – 90% | Airport Sponsor – 10%

FY 2027

Project #12: Install PAPI-4 at Runway 33
Description: Install a 4-box (light) precision approach path indicator (PAPI) 1,000 feet from the threshold of Runway 33 to provide improved vertical guidance to landing aircraft.
Cost Estimate: $100,00
Funding Breakdown: TxDOT – 90% | Airport Sponsor – 10%

Project #13: Install REILs at both runway ends
Description: Install runway end identifier lights (REILs) at the thresholds of both Runways 15 and 33 to provide improved situational awareness and identification of the runway for aircraft operating at and around the airport.
Cost Estimate: $160,000
Funding Breakdown: 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 $8.5 million, as detailed on **Exhibit 6A**. A significant amount of the short-term project costs is associates with meeting FAA design standards and pavement rehabilitation. Of the overall short-term CIP total, approximately $7.6 million is eligible for federal and state funding assistance. The remaining amount (approximately $900,000) is to be provided through airport sponsored funding outlets.

INTERMEDIATE-TERM PROGRAM

The intermediate-term projects are those that are anticipated to be necessary in years six through 10 of this 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 based on changing conditions, such as funding availability or changes in the aviation industry. This planning horizon includes six projects for the five-year period as listed on **Exhibit 6A**. The projects of this phase are depicted on **Exhibit 6C**, with a description of each project below.

Project #14: Expand terminal parking lot
Description: Parking at the airport terminal is inadequate to meet existing and future demand. This project converts the land area within the Airport Drive loop into an extended vehicle parking lot, adding approximately 50 parking spaces.
Cost Estimate: $100,000
Funding Breakdown: TxDOT RAMP – 50% up to $100,000 | Airport Sponsor – 50% match, plus any excess over $100,000 total cost.

Project #15: Pavement maintenance: Taxiways A, H
Description: Planning and construction projects for rehabilitation of Taxiways A and H with striping and lighting.
Cost Estimate: $2,650,200
Funding Breakdown: TxDOT – 90% | Airport Sponsor – 10%

Project #16: Construct north hangar apron area
Description: Planning, site preparation, and construction projects for executive hangars at north end of airport. Includes drainage, striping, and lighting improvements.
Cost Estimate: $2,991,300
Funding Breakdown: TxDOT – 90% | Airport Sponsor – 10%

Project #17: Improvements to Slats Rodgers Road
Description: Rerouting and paving of Slats Rodgers Road, including intersections at Old Soggy Road and Yellow Jacket Drive.
Cost Estimate: $142,435
Funding Breakdown: TxDOT RAMP – 50% up to $100,000 | Airport Sponsor – 50% match, plus any excess over $100,000 total cost.

Project #18: Construct midfield T-hangar apron area
Description: Planning, site preparation, and construction projects for T-hangar area at midfield location adjacent to Slats Rodgers Road. Includes drainage, striping, and lighting improvements.
Cost Estimate: $6,248,500
Funding Breakdown: TxDOT – 90% | Airport Sponsor – 10%

Project #19: Site preparation for north hangar development
Description: Construction projects related to the preparation of hangar construction, including grading, drainage, and utility installation/set-up. The Sponsor may elect to have the hangar builder contribute a percentage of the total site preparation cost in order to offset the total cost to the airport/city.
Cost Estimate: $80,700
Funding Breakdown: Airport Sponsor – 100%

Intermediate-Term Program Summary

The total costs associated with the intermediate-term program are estimated at $12.2 million, as shown on **Exhibit 6A**. Of this total, approximately $10.8 million could be eligible for federal/state funding, with the local share estimated at $1.4 million.

Ultimate Runway Design Code: B-II-5000

LEGEND

- Airport Property Line
- A — Taxiway Designator
- Runway Protection Zone (RPZ)
- Intermediate-Term Project
- Ultimate Roads/Parking
- Pavement to be Removed
- NP — Not Pictured

N

0 600

SCALE IN FEET
Google Earth: 7/6/2022

Ultimate Yellow Jacket Dr
Yellow Jacket Dr
Old Soggy Rd
Slats Rodgers Rd
Airport Drive
N. Nolan River Rd
W Kilpatrick St
Woodard Ave
Doty Rd
4

17
16
18
14
15

A B C D E G H J

Runway 15/33 (5,697' x 100') Ultimate (6,280' x 100')

15 33

Intermediate-Term Program (6-10 years)

14 Expand terminal parking
15 Pavement maintenance: Taxiways A, H
16 Construct north hangar apron
17 Reroute and pave Slatts Rodgers Rd
18 Construct midfield T-hangar apron
19 Site preparation for north hangar development (NP)

Exhibit 6C
DEVELOPMENT STAGING - INTERMEDIATE TERM

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LONG-TERM PROGRAM

The long-term planning horizon considers eight projects for the 10-year period that are mainly demand-driven. The projects and their associated costs are listed on **Exhibit 6A** and graphically depicted on **Exhibit 6D** as appropriate.

Project #20: Runway Reconstruction and Strengthening
Description: Within the next 20 years, it is expected that a significant portion of Runway 15-33 will need reconstruction. Furthermore, the ultimate pavement strength rating established in previous chapters demands an increase in the runway pavement capabilities. This project includes both reconstruction and strengthening projects on Runway 15-33.
Cost Estimate: $27,915,300 (may be less if a full reconstruction is deemed not necessary)
Funding Breakdown: TxDOT – 90% | Airport Sponsor – 10%

Project #21: Extend Runway 15-33
Description: Based on analyses conducted in this master plan, it was determined that a runway extension of 583 feet is adequate to meet the demands of current and future airport users. The entire 583-foot extension shall be at the south end of the airport. The extension shall meet the strength ratings set by the runway reconstruction project and include displaced threshold markings and applicable lighting.
Cost Estimate: $2,275,000
Funding Breakdown: TxDOT – 90% | Airport Sponsor – 10%

Project #22: Extend Taxiway A
Description: Extension of Taxiway A 535 feet south to include connector/entrance surface to Runway 33. Applicable markings and lighting to be included.
Cost Estimate: $862,750
Funding Breakdown: TxDOT – 90% | Airport Sponsor – 10%

Project #23: Pavement maintenance: Taxiways B, C, D
Description: Planning and construction projects for rehabilitation and maintenance of selected taxiways. Includes striping and lighting improvements.
Cost Estimate: $1,224,300
Funding Breakdown: TxDOT – 90% | Airport Sponsor – 10%

Project #24: Expand terminal building
Description: The current terminal building is inadequately sized to meet demand in the long term. A proposed expansion of the terminal would include an expansion to the east toward the parking lot, approximately 630 square feet in size.
Cost Estimate: $327,600
Funding Breakdown: TxDOT RAMP – 50% up to $100,000 | Airport Sponsor – 50% match, plus any excess over $100,000 total cost.

Project #25: Construct south hangar apron
Description: Planning, site preparation, and construction projects for apron at south end of existing terminal ramp. This apron will provide access to a row of proposed conventional hangars. Projects include drainage, striping, and lighting facilities.
Cost Estimate: $2,366,900
Funding Breakdown: TxDOT – 90% | Airport Sponsor – 10%

Project #26: Construct south vehicle access road
Description: Planning and construction projects for a vehicle access road to the south hangar development area, extending from Airport Drive. Includes applicable parking areas at proposed hangar facilities.
Cost Estimate: $168,300
Funding Breakdown: TxDOT RAMP – 50% up to $100,000 | Airport Sponsor – 50% match, plus any excess over $100,000 total cost.

Project #27: Site preparation for south hangar development
Description Construction projects related to the preparation of hangar construction, including grading, drainage, and utility installation/set-up. The Sponsor may elect to have the hangar builder contribute a percentage of the total site preparation cost in order to offset the total cost to the airport/city.
Cost Estimate: $121,950
Funding Breakdown: Airport Sponsor – 100%

Long-Term Program Summary

The total investment necessary for the long-term CIP detailed on **Exhibit 6A** is approximately $35.3 million. Roughly $31.3 million is eligible for state and federal assistance, with the airport's share of the long-term projects estimated at $4 million.

CAPITAL IMPROVEMENT PROGRAM SUMMARY

The CIP is intended as a road map of improvements to help guide the City of Cleburne and TxDOT – Aviation Division. The plan as presented will help accommodate increased in forecast demand at CPT 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. Nonetheless, this is a comprehensive list of capital projects the airport should consider in the next 20 years.

The total CIP proposed is approximately $56 million in airport development needs. Of this total, approximately $49.7 million could be eligible for federal and/or state funding assistance. The local funding estimate for the proposed CIP is $6.3 million.

CAPITAL IMPROVEMENT FUNDING SOURCES

There are generally four different sources of funds used to finance airport development, which include:

Ultimate Runway Design Code: B-II-5000

LEGEND

- Airport Property Line
- A — Taxiway Designator
- Runway Protection Zone (RPZ)
- Long-Term Project
- NP — Not Pictured

N

0 600

SCALE IN FEET

Google Earth: 7/6/2022

Ultimate Yellow Jacket Dr

Yellow Jacket Dr

Old Soggy Rd

Slats Rodgers Rd

Airport Drive

N. Nolan River Rd

W Kilpatrick St

Woodard Ave

Doty Rd

4

Runway 15/33 (5,697' x 100') Ultimate (6,280' x 100')

Long-Term Program (11-20 years)

20 Runway 15-33 Reconstruction & Strengthening
21 Extend Runway 15-33 583 feet south
22 Extend Taxiway A 535 feet south
23 Pavement maintenance: Taxiways B, C, D
24 Expand terminal building
25 Construct south hangar apron
26 Construct south access road
27 Site preparation for south hangar development (NP)

Exhibit 6D
DEVELOPMENT STAGING - LONG TERM

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

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

Financing capital improvements at CPT will not rely solely on the financial resources of the City of Cleburne. 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 in 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 funding potentially available 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 to promote interstate commerce. The *FAA Modernization and Reform Act of 2012*, enacted on February 17, 2012, authorized the FAA's Airport Improvement Program (AIP) at $3.35 billion for fiscal years 2012 through 2015. The law was then extended through a series of continuing resolutions. In 2016, Congress passed legislation (H.R. 636, *FAA Extension, Safety, and Security Act of 2016*) amending the law to expire on September 30, 2017. Subsequently, Congress passed a bill (H.R. 3823, *Disaster Tax Relief and Airport and Airway Extension Act of 2017*) authorizing appropriations to the FAA through March 31, 2018, and the *Consolidated Appropriations Act, 2018* extended the FAA's funding and authority through September 30, 2018. In October 2018, Congress passed legislation entitled ***FAA Reauthorization Act of 2018*, which will fund the FAA's AIP at $3.35 billion annually until 2023**. This bill reauthorized the FAA for five years, at a cost of $97 billion, and represents the longest funding authorization period for the FAA since 1982.

The source for AIP funds is the Aviation Trust Fund. Established in 1970, the Aviation Trust Fund provides 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, 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 CPT – may receive

AIP funding for eligible projects, as described in FAA's Airport Improvement Program Handbook. The airport must fund the remaining projects' costs using a combination of other funding sources, which are discussed in the following sections.

Table 6B presents the approximate distribution of the AIP funds as described in FAA Order 5100.38D, Change 1, *Airport Improvement Program Handbook*, issued February 26, 2019. CPT is eligible to apply for grants which may be funded through state apportionments, the small airport fund, discretionary funds, and/or set-aside categories.

Funding for AIP-eligible projects is undertaken through a cost-sharing arrangement in which 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 Grand Assurances, including maintaining the improvement for its useful life, usually 20 years.

TABLE 6B | Federal AIP Funding Distribution

Funding Category	Percent of Total	Amount[1]
Apportionment/Entitlement		
Passenger Entitlements	27.01%	$904,840,000
Cargo Entitlements	3.50%	$117,250,000
Alaska Supplemental	0.67%	$22,450,000
Nonprimary Entitlements	12.01%	$402,340,000
State Apportionment	7.99%	$267,670,000
Carryover	22.85%	$765,480,000
Small Airport Fund		
Small Hubs	2.33%	$78,060,000
Nonhubs	4.67%	$156,450,000
Nonprimary (GA and Reliever)	9.33%	$312,560,000
Discretionary		
Capacity/Safety/Security/Noise	4.36%	$146,060,000
Pure Discretionary	1.45%	$48,580,000
Set Asides		
Noise and Environmental	3.37%	$112,900,000
Military Airports Program	0.39%	$13,070,000
Reliever	0.06%	$2,010,000
Total	**100.00%**	**$3,350,000,000**

[1]FAA *Modernization and Reform Act of 2018*

Source: FAA Order 5100.38D, Change 1, Airport Improvement Program Handbook

Another source of federal grants is the **Bipartisan Infrastructure Law (BIL), which was signed into law in 2022 and plans for $25 billion to be invested into airports in the United States over the next five years**. BIL 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 Airport Terminal Program (ATP). **Under BIL, CPT can receive $145,000 in allocated AIG funding each year for the next four years.**[1] Beginning in FY2022, this money can be used for repair and maintenance of existing infrastructure or

[1] For FY2022, CPT was eligible to receive $295,000 in BIL grants. With the 2023 update to the *National Plan of Integrated Airport Systems* (NPIAS), the airport's role was downgraded from "Regional" to "Local." This decreased the amount of BIL funding available to the airport. If the airport's role in the NPIAS were to change again, this amount may also change (faa.gov/bil/airport-infrastructure).

construction of new facilities (e.g., airfield pavement, navaids, lighting, terminal buildings, etc.). ATP grants can be used for multi-modal 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 10 percent local match – while the federal share for ATP grants is 95 percent for non-primary airports. The same grant assurances that apply to AIP grants will also apply to BIL grants. BIL and AIP grants cannot be combined into a single grant.

Apportionment (Entitlement) Funds

AIP provides funding for eligible projects at airports through an apportionment (entitlement) program. Non-primary airports that are included in the *National Plan of Integrated Airport Systems* (NPIAS), such as CPT, receive a guaranteed minimum level of up to $150,000 each year in non-primary 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.

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

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 funding of capital improvement projects, then their apportionment is reduced. A portion of the reduced apportionment goes to the small airport fund. The small airport fund is reserved for small-hub primary commercial service airports, non-hub commercial service airports, reliever, and general aviation airports. As a general aviation airport, CPT is eligible for funds from this source.

Discretionary Funds

In several cases, airports face major projects that will require funds in excess of the airport's annual entitlements. Thus, additional funds from discretionary apportionments under AIP become desirable. The primary element of discretionary funds is that they are distributed on a priority basis. The priorities are established by a code system at FAA. Under this system, projects are ranked by their 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 within the State of Texas, or those within the FAA 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.

FAA Facilities and Equipment (F&E) Program

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

While F&E still installs and maintains some navigational aids, on-airport facilities at general aviation airport have not been a priority. Therefore, airports often request funding assistance for navigational aids through AIP and then maintain the equipment on their own[2].

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, in turn, distributes grants to airports within the state. In compliance with TxDOT's legislative mandate that it "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 contain all federal obligations.

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

The establishment of a CIP for the state entails first identifying the need, then establishing 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 2023-2025*, assumes that approximately $19 million in annual federal AIP grants, plus $24 million earmarked for non-primary entitlement, $12 million in annual federal discretionary funding, and $15 million in state funds, would be available.

TABLE 6C | 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 the 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 activity levels.
New Access	A new airport providing new air access to a previously unserved area.
New Capacity	A new airport needed to add capacity or relieve congestion at other area airports.

Source: TxDOT Aviation Capital Improvement Program, 2023-2025

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

[2] 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.

Each project for the airport must be identified and programmed into the state COP and compete with other airport projects in the state for both federal and state funds. In Texas, airport development projects that meet TxDOT's discretionary funds' 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. The next grant opportunity may not occur for a couple of years after. 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 availabilities.

Routine Airport Maintenance Program (RAMP)

TxDOT has established the RAMP to help general aviation airports maintain and, in some cases, 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 in which TxDOT will provide a 50 percent funding match for projects up to $100,000. **Table 6D** outlines the projects that are eligible under RAMP. It should be noted that some of the projects listed in the airport's proposed CIP are also eligible for RAMP funding.

TABLE 6D | RAMP Eligible Projects

AIRSIDE MAINTENANCE
Pavement crack seal/Slurry seal/Fog seal/Rejuvenator
Pavement markings
Drainage maintenance
Sweeping
Herbicide application
Replacement bulbs/lamps for airside lights, approach aids
Repair/maintenance of beacon, lighting, approach, and navigational aids
AWOS parts replacement
AFTER AIRSIDE MAINTENANCE IS ADDRESSED
Seal coats/chip seals/crack seal for non-airside pavement
Hangar/terminal painting and repairs (airport-owned only)
Security camera systems
Game-proof or security fencing and gates
Access roads for AWOS installations
AWOS NADIN interface charges
Airport entrance signs
Repair/replacement of fuel systems, including tanks (airport-owned only)
Storm Water Pollution Prevention Plans and Spill Prevention Control & Countermeasure Plans
Airfield FOD sweeper
HVAC repairs in terminal building/tower
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 improvements
Small general aviation terminal buildings
Beacon/tower replacement
Preparation of FAA Form 7460-1 for RAMP projects

Source: TxDOT RAMP (2022)

Other State Airport Programs

TxDOT also provides a funding mechanism for terminal buildings and ATCT improvements. TxDOT has funded 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. However, this program generally allows for a one-time construction aid; thus, any new terminal building construction would be ineligible for this program.

TxDOT also funds the construction of up to two ATCTs statewide 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

The balance of project costs, after consideration has been given to grants, 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. Below 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 for additions or improvements to airport facilities.

All airports should establish standard base 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 for non-aviation leases. When airports own hangars, a separate facility lease rate should be charged. The lease rate for any individual parcel or hangar may vary due to availability of utilities, condition, location, and other factors. Nonetheless, standard lease rates should fall within an acceptable range.

Bonding

Bonding is a common method to finance large capital projects at airports. A bond is an instrument of indebtedness of the bond issuer to the bond holders; a bond is a form of loan or "IOU." While bond terms are negotiable, typically the bond issuer is 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 having to raise 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 undertaken in the same manner, with the developer of the facility paying the airport a fuel flowage fee.

Many airports use third-party 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. Often, airport funds for infrastructure, preliminary site work, and site access are 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. A landing fee is another example where operators of aircraft pay the airport a set amount for using the airfield. Often times, this can be waived with the purchase of aviation fuel, which in turn offers another revenue source for the airport.

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 not anticipated to be needed for aviation purposes in the future. The developer then pays the monthly lease rate, constructs, and uses the compatible facility. CPT has approximately 4.5 acres of property currently being used for non-aeronautical purposes consisting of two privately-owned gas wells. The recommended concept plans to maintain these existing well sites as they are separate enough from the airside facilities such that they do not pose a risk to airport operations. It should be noted that any future non-aviation development, including the rerouting of Yellow Jacket Road and the airport property east of the new road, 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. A pancake “fly-in” or an airshow are two popular examples of a special event. Airports can also 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 that this master plan is based on will remain valid for a number of years. The primary goal is for CPT 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. As effort has been made to identify and prioritize all major capital projects that would require federal or state grant funding. Nonetheless, the airport and TxDOT should review the five-year CIP on an annual basis.

The value of this study is 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 any projects or improvements recommended in this master plan will impact how long this plan remains valid. The format of this plan reduces the need for formal and costly updates by simply adjusting the timing of project implementation. Updates can be done by airport management, thereby improving effectiveness of the master plan. Nonetheless, airports are typically encouraged to update their master plan every 7 to 10 years, or sooner if significant changes occur in the interim.

In summary, the planning process requires the City of Cleburne to constantly 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.