



# Chapter 6

# Capital

# Improvement Program

The recommended master plan concept presented in the previous chapter outlined airside and landside improvements for Powell Municipal Airport (POY), providing the City of Powell with a plan to preserve and develop the airport to meet future aviation demands. Using the concept as a guide, this chapter will provide a description and overall cost for each of the projects identified in the 20-year 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 in accordance with Federal Aviation Administration (FAA) guidelines for master plans and primarily identifies those projects that are likely eligible for FAA and Wyoming Department of Transportation Aeronautics Division (WYDOT-Aeronautics) grant funding. Second, capital improvement funding sources at the federal, state, and local levels are identified and discussed.

## ***AIRPORT CAPITAL IMPROVEMENT PROGRAM***

With the recommended concept and specific airport needs and improvements established, the next step is to determine a realistic schedule for project implementation and estimate the associated costs. The capital program considers the interrelationships among the projects to determine an appropriate sequence of projects while remaining within reasonable fiscal constraints.

The CIP has been developed to cover the short- (years 0-5), intermediate- (years 6-10), and long-term (years 11-20+) planning horizons. By using planning horizons instead of specific years, the City of Powell will have greater flexibility to adjust capital needs as demand dictates. **Table 6A** summarizes the key aviation demand milestones projected at POY for each of the three planning horizons.

TABLE 6A | Aviation Demand Planning Horizons

	Base Year (2023)	Short Term (0-5 Years)	Intermediate Term (6-10 Years)	Long Term (11-20 Years)
<b>BASED AIRCRAFT</b>				
Single-Engine	26	28	29	32
Multi-Engine	1	1	1	0
Turboprop	0	0	1	1
Jet	0	0	0	1
Helicopter	0	0	0	1
Other	6	6	7	7
<b>Total Based Aircraft:</b>	<b>33</b>	<b>35</b>	<b>38</b>	<b>42</b>
<b>ANNUAL OPERATIONS</b>				
<b>Itinerant</b>				
Air Carrier	0	0	0	0
Air Taxi	61	100	100	100
General Aviation	900	1,040	1,140	1,340
Military	4	0	0	0
<b>Total Itinerant Operations:</b>	<b>965</b>	<b>1,140</b>	<b>1,240</b>	<b>1,440</b>
<b>Local</b>				
General Aviation	3,600	4,140	4,520	5,320
<b>Total Local Operations:</b>	<b>3,600</b>	<b>4,140</b>	<b>4,520</b>	<b>5,320</b>
<b>Total Operations:</b>	<b>4,565</b>	<b>5,300</b>	<b>5,800</b>	<b>6,800</b>

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 identified by airport management. As short-term horizon activity levels are reached, it will then be time to program for the intermediate term based on the next activity milestones. Similarly, once intermediate-term milestones are reached, programming will shift to the long-term activity milestones.

A demand-based master plan does not specifically require the implementation of any of the demand-based improvements; rather, any improvements should be examined against the demand levels prior to implementation. As such, the master plan ensures that the use of airport facilities is consistent with the potential aviation needs and capital needs required to support that use. Individual projects in the plan are not implemented until the need is demonstrated and the project is approved for funding.

Many development items included in the recommended concept will need to follow these demand indicators. For example, the plan includes utility infrastructure expansion 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 that 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 POY, 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, utilizing private developers can keep construction costs lower, which lowers the monthly lease rates necessary

to amortize a loan. The CIP for POY assumes site preparation and development for landside facilities will be constructed privately. As such, cost estimates for hangar construction are not included, except for the maintenance hangar, which the City of Powell may opt to self-fund. Ultimately, the city will determine whether to self-fund any future 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 their design and costs have been further refined through architectural or engineering analyses. Moreover, some projects may require additional infrastructure improvements (i.e., drainage improvements, extension of utilities, etc.) that may increase the estimated cost of the project or extend the timeline for completion.

Once a list of necessary projects at POY 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 the engineering/architectural design process.** Nevertheless, they are considered sufficient for planning purposes. Cost estimates for each development project 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 as well as changes in construction and capital equipment costs.

**Table 6B** presents the proposed 20-year CIP for POY. It should be stated clearly that the proposed CIP is a point-in-time analysis that will change annually based on actual demand and changing needs. An estimate of grant (FAA and/or WYDOT) funding eligibility has been included, although actual funding is not guaranteed. For those projects that would be eligible for federal funding, Airport Improvement Program (AIP) reauthorization provides for 90 percent of the total project cost for POY. The remaining amount (10 percent) is split between WYDOT and the City of Powell, with WYDOT contributing six percent and the city responsible for four percent. Other projects, such as the implementation of certain landside facilities (i.e., roadways), are typically not eligible for AIP grants (outside of non-primary entitlements) or would rank low on the priority scale. As a result, these projects may need to be planned for airport sponsor funding, funding through specific WYDOT programs, or through private development. 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 increases 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 will revert to 90 percent for AIP-funded projects. As such, during FY 2025 and FY 2026, state and local funding responsibility will be 2.5 percent for AIP projects.

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 WYDOT. There are three major levels of environmental review to be considered under the *National 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 what level of documentation is 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 POY.

**TABLE 6B | Capital Improvement Program**

FY	#	Project Description	Total Project Cost Estimate	AIP/Federal	WYDOT	Airport Sponsor
<b>Short Term 2025-2029 (Years 0-5)</b>						
2025	1	Acquire Property & Relocate Turf Runway Markers	\$185,000	\$175,750	\$4,625	\$4,625
2025	2	Rehabilitate SRE Apron and Main Apron	\$735,000	\$698,250	\$18,375	\$18,375
2025	3	Rehabilitate Runway 13-31 and Lighting	\$3,460,000	\$3,287,000	\$86,500	\$86,500
2026	4	Construct Snow Fence	\$56,000	–	\$39,200	\$16,800
2026	5	Install New Airport Rotating LED Beacon	\$68,210	\$64,800	\$1,705	\$1,705
2026	6	Acquire Lawnmower	\$32,900	–	\$23,030	\$9,870
2027	7	Install LED Taxiway Lighting	\$498,000	\$448,200	\$29,880	\$19,920
2027	8	Runway 3-21 Grading Improvements	\$273,300	\$245,970	\$16,398	\$10,932
2027	9	Runway 17-35 Grading Improvements	\$290,110	\$261,099	\$17,407	\$11,604
2028	10	Acquire Backup Generator	\$159,530	\$143,577	\$9,572	\$6,381
2029	11	Seal Coat and Mark Pavements	\$240,080	\$216,072	\$14,405	\$9,603
<b>Total Short Term:</b>			<b>\$5,998,130</b>	<b>\$5,540,178</b>	<b>\$261,096</b>	<b>\$196,316</b>
<b>Intermediate Term 2030-2034 (Years 6-10)</b>						
–	12	Acquire SRE	\$206,000	\$185,400	\$12,360	\$8,240
–	13	Realign Taxiway A3; Expand Taxiway Fillets and Holding Bay	\$1,300,000	\$1,170,000	\$78,000	\$52,000
–	14	Visual Approach Aid Upgrades	\$420,000	\$378,000	\$25,200	\$16,800
–	15	Construct Apron North of Terminal	\$1,900,000	\$1,710,000	\$114,000	\$76,000
–	16	Construct Maintenance Hangar	\$4,700,000	–	–	\$4,700,000
–	17	Construct Vehicle Access Road	\$1,282,500	–	–	\$1,282,500
–	18	Construct Apron North of Runway 31	\$3,400,000	\$3,060,000	\$204,000	\$136,000
–	19	Acquire Property & Conduct Environmental Study	\$215,500	\$193,950	\$12,930	\$8,620
–	20	Routine Pavement Maintenance	\$1,500,000	\$1,350,000	\$90,000	\$60,000
<b>Total Intermediate Term:</b>			<b>\$14,924,000</b>	<b>\$8,047,350</b>	<b>\$536,490</b>	<b>\$6,340,160</b>
<b>Long Term 2035-2044 (Years 11-20+)</b>						
–	21	Install Aboveground Fuel Tanks	\$1,550,000	–	–	\$1,550,000
–	22	Extend Runway 13-31 and Related Projects	\$12,815,000	\$11,533,500	\$768,900	\$512,600
–	23	Acquire Property and Construct Taxilanes	\$2,420,000	\$2,178,000	\$145,200	\$96,800
–	24	Routine Pavement Maintenance	\$1,500,000	\$1,350,000	\$90,000	\$60,000
<b>Total Long Term:</b>			<b>\$18,285,000</b>	<b>\$15,061,500</b>	<b>\$1,004,100</b>	<b>\$2,219,400</b>
<b>TOTAL CIP:</b>			<b>\$39,207,130</b>	<b>\$28,649,568</b>	<b>\$1,801,686</b>	<b>\$8,755,876</b>

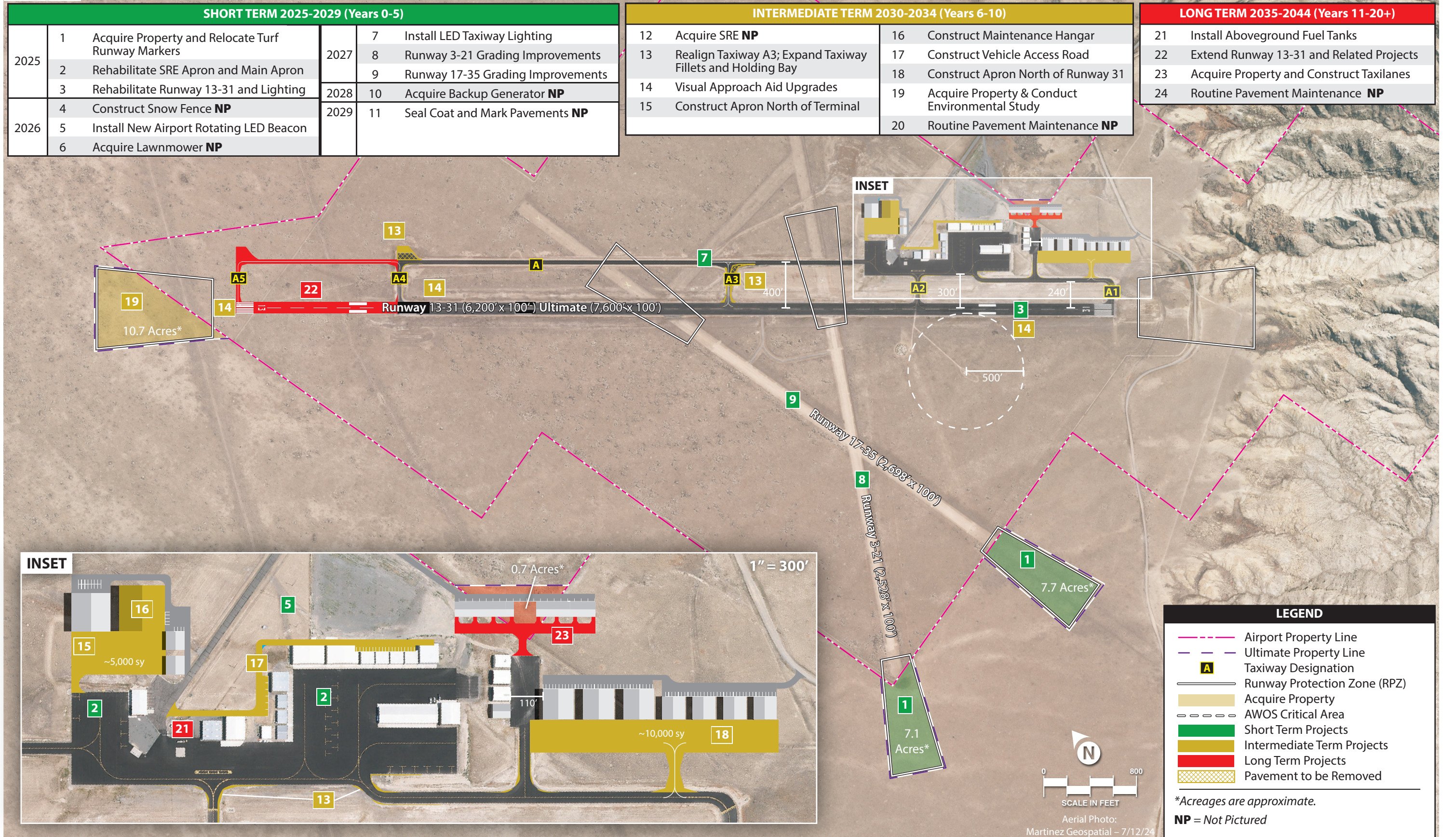
Sources: Coffman Associates; M.C. Schaff & Associates

The following sections describe the projects identified for the airport over the next 20 years in greater detail. The projects are grouped based on a detailed evaluation of existing and projected demand, safety, rehabilitation needs, and local priority. While the CIP establishes the initial 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 other projects during the time of construction/implementation.

## SHORT-TERM PROGRAM

The short-term projects are those anticipated to be necessary 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 related to safety and maintenance generally receive the highest priority. This applies to many of the projects identified in the short-term CIP that focus on maintaining/rehabilitating existing airfield pavements/infrastructure and improving airfield safety. The short-term program includes 11 projects for the planning period, as presented on **Exhibit 6A**. The following provides a detailed breakdown of each project.







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It should be noted that the majority of these projects and their descriptions are sourced from the current Wyoming Aviation Capital Improvement Program (WACIP), with many programmed prior to the development of this master plan.

### **Project #1: Acquire Property and Relocate Turf Runway Markers (2025)**

*Description* | The runway protection zones (RPZs) associated with Runways 17-35 and 3-21 extend beyond the airport's boundary on the south side. This project plans for the fee simple acquisition of approximately 14.8 acres of property. Environmental clearance in the form of a categorical exclusion (CatEx) is also included. This project also plans for the relocation of the turf runway markers on Runways 3 and 35 to correspond to the new runway end coordinates, as described in Chapter Five.

*Cost Estimate* | \$185,000

*Funding Breakdown* | FAA – 95 percent<sup>1</sup> / WYDOT – 2.5 percent / Airport Sponsor – 2.5 percent

### **Project #2: Rehabilitate SRE Apron and Main Apron (2025)**

*Description* | This project will perform a 2.5-inch mill and overlay for the snow removal equipment (SRE) apron north of and including Taxiway A, in addition to the main apron.<sup>2</sup>

*Cost Estimate* | \$735,000

*Funding Breakdown* | FAA – 95 percent<sup>1</sup> / WYDOT – 2.5 percent / Airport Sponsor – 2.5 percent

### **Project #3: Rehabilitate Runway 13-31 and Lighting (2025)**

*Description* | This project will include a 2.5-inch mill and overlay of the Runway 13-31 surface and taxiway connectors (A1, A2, A3, and A4). The runway edge lighting, including cables and transformers, will be replaced with new LED fixtures and associated equipment (including pilot-controlled lighting).

*Cost Estimate* | \$3,460,000

*Funding Breakdown* | FAA – 95 percent<sup>1</sup> / WYDOT – 2.5 percent / Airport Sponsor – 2.5 percent

### **Project #4: Construct Snow Fence (2026)**

*Description* | Construct a wood snow fence to minimize drifting onto the runway and taxiways.

*Cost Estimate* | \$56,000

*Funding Breakdown* | FAA – 0 percent / WYDOT – 70 percent / Airport Sponsor – 30 percent

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<sup>1</sup> The FAA Reauthorization Act of 2024 sets AIP funding at general aviation airports to 95 percent for FY 2025 and FY 2026.

<sup>2</sup> The SRE apron has previously been identified as the terminal apron and the main apron has been identified as the north hangar apron in this master plan. These areas were shown previously on Exhibit 1G.

**Project #5: Install New Airport Rotating LED Beacon (2026)**

*Description* | This project plans for the installation of a new LED rotating beacon. The existing airfield beacon continually has operational issues and outages. A beacon replacement will provide continual operational safety for pilots who use the airport at night.

*Cost Estimate* | \$68,210

*Funding Breakdown* | FAA – 95 percent<sup>3</sup> / WYDOT – 2.5 percent / Airport Sponsor – 2.5 percent

**Project #6: Acquire Lawnmower (2026)**

*Description* | This project plans for the acquisition of a new lawnmower, as the airport's current lawnmower has exceeded its useful life, and the attachments are an ongoing maintenance issue.

*Cost Estimate* | \$32,900

*Funding Breakdown* | FAA – 0 percent / WYDOT – 70 percent / Airport Sponsor – 30 percent

**Project #7: Install LED Taxiway Lighting (2027)**

*Description* | Currently, Taxiway A and its connectors are equipped with edge reflectors. This project plans for the installation of medium intensity taxiway lighting (MITL) to better delineate taxiway pavement and enhance safety during nighttime and poor visibility conditions.

*Cost Estimate* | \$498,000

*Funding Breakdown* | FAA – 90 percent / WYDOT – 6 percent / Airport Sponsor – 4 percent

**Project #8: Runway 3-21 Grading Improvements (2027)**

*Description* | Runway 3-21 has an inverse crown where water drains from the edges to the runway centerline. During inclement weather, water collects at the runway centerline, potentially attracting wildlife and causing soft spots on the surface. This project includes grading improvements to correct these deficiencies.

*Cost Estimate* | \$273,300

*Funding Breakdown* | FAA – 90 percent / WYDOT – 6 percent / Airport Sponsor – 4 percent

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<sup>3</sup> The FAA Reauthorization Act of 2024 sets AIP funding at general aviation airports to 95 percent for FY 2025 and FY 2026.

**Project #9: Runway 17-35 Grading Improvements (2027)**

*Description* | Runway 17-35 has an inverse crown where water drains from the edges to the runway centerline. During inclement weather, water collects at the runway centerline, potentially attracting wildlife and causing soft spots on the surface. This project includes grading improvements to correct these deficiencies.

*Cost Estimate* | \$290,110

*Funding Breakdown* | FAA – 90 percent / WYDOT – 6 percent / Airport Sponsor – 4 percent

**Project #10: Acquire Backup Generator (2028)**

*Description* | POY experiences power outages due to the remote location and existing power service delivery. This project is for the procurement of a backup generator to supply emergency power in the event of an outage to the airfield lighting circuit, the SRE maintenance building, access gate, and hangars.

*Cost Estimate* | \$159,530

*Funding Breakdown* | FAA – 90 percent / WYDOT – 6 percent / Airport Sponsor – 4 percent

**Project #11: Seal Coat and Mark Pavements (2028)**

*Description* | This project is for the application of seal coat and pavement markings to maintain existing airport pavements and to stay on schedule with WYDOT's pavement maintenance program.

*Cost Estimate* | \$240,080

*Funding Breakdown* | FAA – 90 percent / WYDOT – 6 percent / Airport Sponsor – 4 percent

**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 \$6.0 million, as detailed in **Table 6B**. Of the overall short-term CIP total, approximately \$5.8 million is eligible for federal and state funding assistance. Approximately \$196,000 is to be provided through airport sponsor funding outlets if all these projects are pursued in the short-term planning horizon.

**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 for implementation; instead, they have been prioritized so 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 nine projects for this five-year timeframe, as listed in **Table 6B** and depicted on **Exhibit 6A**. The following section includes a description of each project.



**Project #12: Acquire SRE**

*Description* | The current SRE at the airport is more than 30 years of age, and the plow is difficult to maneuver, remove, and replace; the truck is also too light to be effective during large storms. This project plans for the purchase of a snow removal vehicle that can more effectively clear airfield pavements during and following snow events.

*Cost Estimate* | \$206,000

*Funding Breakdown* | FAA – 90 percent / WYDOT – 6 percent / Airport Sponsor – 4 percent

**Project #13: Realign Taxiway A3; Expand Taxiway Fillets and Holding Bay**

*Description* | Taxiway A3 does not connect to Runway 13-31 at a right-angle, as is preferred by the FAA. This project plans for the realignment of this taxiway to conform to FAA standards. Also included within this project is taxiway fillet expansion (in accordance with taxiway design group [TDG] 2A) and expansion of the holding bay near Runway 13. As it exists today, the holding bay lacks the depth necessary to allow for an aircraft taxiing on Taxiway A to safely bypass an aircraft parked on the holding bay, considering an airplane design group (ADG) II taxiway object free area (TOFA).

*Cost Estimate* | \$1,300,000

*Funding Breakdown* | FAA – 90 percent / WYDOT – 6 percent / Airport Sponsor – 4 percent

**Project #14: Visual Approach Aid Upgrades**

*Description* | Runway 13-31 is currently equipped with a two-box precision approach path indicator (PAPI-2) at each runway end. Runway 31 is also equipped with runway end identifier lights (REILs). This project plans for the installation of REILs on Runway 13, as well as an upgrade to the PAPIs to four-box systems (PAPI-4).

*Cost Estimate* | \$420,000

*Funding Breakdown* | FAA – 90 percent / WYDOT – 6 percent / Airport Sponsor – 4 percent

**Project #15: Construct Apron North of Terminal**

*Description* | A new hangar complex is planned north of the terminal/SRE building. This area is intended to support a city-owned maintenance hangar, as well as other privately developed hangars. Approximately 5,000 square yards (sy) of apron pavement is planned to be constructed as part of this project. The total cost includes the extension of utilities as needed. Vehicle access roads and parking are not included in the cost and are assumed to be privately or locally funded.

*Cost Estimate* | \$1,900,000

*Funding Breakdown* | FAA – 90 percent / WYDOT – 6 percent / Airport Sponsor – 4 percent

**Project #16: Construct Maintenance Hangar**

*Description* | The City of Powell has indicated an interest in developing a maintenance hangar at the airport in an effort to increase traffic and spur revenue generation. This project plans for site preparation and construction of a 150-foot by 150-foot conventional hangar. It is assumed that the airport sponsor would be responsible for the total project costs; however, the city should still coordinate with WYDOT to determine eligibility for any state grants.

*Cost Estimate* | \$4,700,000

*Funding Breakdown* | FAA – 0 percent / WYDOT – 0 percent / Airport Sponsor – 100 percent

**Project #17: Construct Vehicle Access Road**

*Description* | The FAA prefers segregation between vehicle and aircraft movements where feasible. At POY, tenants drive on apron and taxiway/taxilane pavement to access their hangars as there is no dedicated vehicle access road. This project plans for the construction of an access road to the existing hangar area, along with parking areas. It is assumed that the airport sponsor would be responsible for the total project cost; however, the city should still coordinate with FAA and WYDOT to determine eligibility for any federal or state grants.

*Cost Estimate* | \$1,282,500

*Funding Breakdown* | FAA – 0 percent / WYDOT – 0 percent / Airport Sponsor – 100 percent

**Project #18: Construct Apron North of Runway 31**

*Description* | A new hangar complex is planned north of the Runway 31 threshold. This area is intended to support conventional and executive box hangars. Approximately 10,000 sy of apron pavement is planned to be constructed as part of this project. The total cost includes the extension of utilities as needed. Hangar construction and vehicle access roads/parking are not included in the cost and are assumed to be privately or locally funded.

*Cost Estimate* | \$3,400,000

*Funding Breakdown* | FAA – 90 percent / WYDOT – 6 percent / Airport Sponsor – 4 percent

**Project #19: Acquire Property & Conduct Environmental Study**

*Description* | The master plan proposes an extension to Runway 13-31 to better accommodate turbine aircraft. This project plans for property acquisition (approximately 11.1 acres) northwest of Runway 13 to support the planned runway extension and includes land that would be located within the ultimate RSA, ROFA, and RPZ of the extended runway. An environmental study is also included in the total project cost. Environmental documentation is required prior to major airfield projects involving property acquisition. At a minimum, a CatEx is necessary to determine potential environmental impacts. If additional analysis is needed, an EA may be necessary. The cost estimate assumes this project would require a CatEx for planning purposes.

*Cost Estimate* | \$215,500

*Funding Breakdown* | FAA – 90 percent / WYDOT – 6 percent / Airport Sponsor – 4 percent

## Project #20: 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* | \$1,500,000

*Funding Breakdown* | FAA – 90 percent / WYDOT – 6 percent / Airport Sponsor – 4 percent

## Intermediate-Term Program Summary

The total costs associated with the intermediate-term program are estimated at \$14.9 million, as presented in **Table 6B**. Of this total, approximately \$8.6 million could be eligible for federal/state funding, and the airport sponsor share is projected at approximately \$6.3 million. The majority of the local share (\$4.7 million) is associated with the cost of constructing the maintenance hangar if the City of Powell elects to self-fund this project.

## LONG-TERM PROGRAM

The long-term planning horizon considers four projects for the 11-20+ year period that are mainly demand-driven. The projects and their associated costs are listed in **Table 6B** and graphically depicted on **Exhibit 6A**, as appropriate.

## Project #21: Install Aboveground Fuel Tanks

*Description* | Aviation fuel at POY is currently stored in two 9,500-gallon tanks, with one for the storage of 100LL fuel and the other for the storage of Jet A fuel. This project plans for the eventual replacement of the underground tanks with aboveground tanks, when the need arises. A third tank for the storage of unleaded aviation fuel is also included with the total cost estimate. The cost for this project is assumed to be 100 percent local, as the FAA will only participate in the initial construction of a new fuel farm. The airport sponsor should coordinate with WYDOT to determine if any state grants could be applied to this project.

*Cost Estimate* | \$1,550,000

*Funding Breakdown* | FAA – 0 percent / WYDOT – 0 percent / Airport Sponsor – 100 percent

## Project #22: Extend Runway 13-31 and Related Projects

*Description* | This project plans for a 1,400-foot extension to Runway 13, bringing the total length of Runway 13-31 to 7,600 feet. Taxiway A is also planned to be extended to the ultimate Runway 13 end, with connector A5 providing access to the threshold. A new holding bay is also included with this project, with the existing holding bay planned to be removed. Navigational aids (NAVAIDs) and other equipment that will need to be relocated as a result of the runway extension include the PAPIs and REILs. This project also plans for new non-precision pavement markings, additional medium intensity runway lighting (MIRL)

and MITL on the extended runway and taxiway, and the relocation of perimeter fencing. It should be noted that this project is predicated on the airport experiencing at least 500 annual operations by airplanes that require the longer runway length, and the FAA will require this justification before participating in any funding assistance.

*Cost Estimate* | \$12,815,000

*Funding Breakdown* | FAA – 90 percent / WYDOT – 6 percent / Airport Sponsor – 4 percent

### **Project #23: Acquire Property and Construct Taxilanes**

*Description* | Linear box hangars are planned north of the south hangar apron area. To support this development, approximately 0.7 acres of land would need to be acquired, and taxilane pavement constructed. The total cost includes the extension of utilities as needed. Hangar construction and vehicle access roads/parking are not included in the cost and are assumed to be privately or locally funded.

*Cost Estimate* | \$2,420,000

*Funding Breakdown* | FAA – 90 percent / WYDOT – 6 percent / Airport Sponsor – 4 percent

### **Project #24: 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* | \$1,500,000

*Funding Breakdown* | FAA – 90 percent / WYDOT – 6 percent / Airport Sponsor – 4 percent

### **Long-Term Program Summary**

The total investment necessary for the long-term CIP detailed in **Table 6B** is approximately \$18.3 million. Approximately \$16.1 million is eligible for federal/state funding assistance. The airport's share of long-term projects is projected to be approximately \$2.2 million.

## **CAPITAL IMPROVEMENT PROGRAM SUMMARY**

The CIP is intended to be used as a road map of improvements to help guide the City of Powell, the FAA, and WYDOT. The plan, as presented, will help accommodate increases in forecast demand at POY over the next 20 years and beyond. The sequence of projects may change due to the availability of funds or changing priorities, based on an annual review by airport management, the FAA, and WYDOT. Nevertheless, this is a comprehensive list of capital projects the airport should consider in the next 20+ years.

The total CIP proposes approximately \$39.2 million in airport development needs. Of this total, approximately \$30.5 million could be eligible for federal/state funding assistance. The local funding estimate for the proposed 20-year CIP is \$8.8 million.

## CAPITAL IMPROVEMENT FUNDING SOURCES

There are generally four sources of funds used to finance airport development:

- Airport cash flow
- Revenue and general obligation bonds
- Federal/state/local grants
- Passenger facility charges (PFCs), which are 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 capital improvements at POY will not rely solely on the financial resources of the City of Powell. Capital improvement funding is available through various grant-in-aid programs on both the federal and state levels. Historically, the airport has received 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 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 promote interstate commerce. As previously mentioned, 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 increases 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 POY – 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 provides up to 90 percent, with the remainder split between WYDOT-Aeronautics (six percent) and the airport sponsor (four 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), also known as the *Bipartisan Infrastructure Law* (BIL), which was signed into law in 2022 and plans for \$25 billion to be invested into America's airports over a five-year period. 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 the Airport Terminal Program (ATP). **Under the BIL, POY has been allocated \$585,000 for fiscal years 2022-2024.**<sup>4</sup> 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 BIL grants.

**Entitlement Funds** | General aviation airports included in the *National Plan of Integrated Airport Systems* (NPIAS) can receive 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. It should be noted that POY is eligible for and currently receives NPE funds.

The FAA also provides a state apportionment based on a federal formula that takes area and population into account. The FAA then distributes these funds for projects at various airports throughout the state.

**Small Airport Fund** | If a large- or medium-hub commercial service airport chooses to institute a passenger facility charge (PFC), which is a fee of up to \$4.50 on each airline ticket for funding of capital improvement projects, then their apportionment is reduced. Part 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 airports, and general aviation airports. As a general aviation airport, POY 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 feature of discretionary funds is that they are distributed on a priority basis. The priorities are established by the FAA, utilizing a priority code system, under which projects are ranked by their purpose. Projects to ensure airport safety and security are ranked as the most important priorities, followed by projects to maintain current infrastructure development, mitigate noise and other environmental impacts, meet standards, and increase system capacity.

It is important to note that competition for discretionary funding is not limited to airports in the State of Wyoming or those within the FAA's Northwest Mountain 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.

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<sup>4</sup> FAA, Bipartisan Infrastructure Law, Airport Infrastructure Grants (AIG) (<https://www.faa.gov/bil/airport-infrastructure>)

**Set-Aside Funds** | Portions of AIP funds are set-asides designed to achieve specific funding minimums for noise compatibility planning and implementation, select former military airfields (Military Airports Program), and select reliever airports. POY does not qualify for set-aside funding.

**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 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 a priority; therefore, airports often request funding assistance for navigational aids through the AIP and then maintain the equipment on their own<sup>5</sup>.

## STATE AID TO AIRPORTS

WYDOT is responsible for developing an effective statewide aviation CIP. To accomplish this task, the division has developed a budgeting process using a document called the Wyoming Aviation Capital Improvement Program (WACIP). The WACIP is a compilation of all anticipated improvement projects for each public airport in Wyoming. This plan is required for the use of state and federal funds pursuant to Wyoming Statute (WS) 10-3-401 (d) so that the Wyoming State Legislature can review it 120 days prior to each biennial legislative budget session.

The WACIP is a similar program to the FAA CIP but differs from the CIP in that it includes state- and local-only projects. Sources for the WACIP include airport planning efforts (such as master plans and airport layout plans), the FAA's CIP, and continuous input and communications with Wyoming airport sponsors. The WACIP is usually presented to the Wyoming Aeronautics Commission (WAC) monthly for approval of modifications. The WACIP is a process in which WYDOT participates through collaboration with federal, state, and local sources to ensure a "statewide vision is combined with local priorities to determine investment projects that will maintain and enhance Wyoming's aviation system."

All airports included in the Wyoming Airport System are eligible for state funding participation, subject to the determination of relative priority of any proposed project. WYDOT-Aeronautics may fund a portion of the 10 percent sponsor share on AIP projects. The WAC has historically funded most sponsor shares at 60 percent of the share remaining after AIP grants are applied. If duly applied, the airport sponsor is required to fund the remaining four percent share of the eligible AIP project cost.<sup>6</sup>

The Wyoming Aeronautics Commission (WAC) is responsible, by WS 10-3-402 and Commission Policy, for the disbursement of state funds for airport improvements. The WAC makes grants-in-aid from state funds for use in the construction and development of airports, counties, cities, and towns within the State of Wyoming. Typical projects funded by the Wyoming Aeronautics Commission include the following:

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<sup>5</sup> Guidance on the eligibility of a project for federal AIP grant funding can be found in FAA Order 5100.38D, Airport Improvement Program Handbook.

<sup>6</sup> The funding split for eligible projects in FY 2025 and FY 2026 is 95 percent federal, 2.5 percent state, and 2.5 percent local.

- **Construction Projects** | Examples are runway or taxiway construction, NAVAIDS, equipment storage buildings, terminals, and lighting projects.
- **Maintenance Projects** | Examples are crack seal, sealcoat, runway and taxiway marking, and concrete repair.
- **Equipment Grants** | Examples are snow removal equipment, mowers, tractors, and front-end loaders. This applies to both new and used equipment.
- **Planning Projects** | Examples are land purchases, environmental studies, airport layout plans, master plans, site relocation studies, rates and charges studies, and economic benefits reports.
- **Marketing Grants** | WYDOT-Aeronautics may grant up to five percent of available funding to airports for marketing to promote air service in Wyoming.

Wyoming Aeronautics Commission Policy also ensures that the disbursement of funds is accomplished through consistent application. To meet this policy, the commission has designated a priority rating system as a tool to maximize the use of available airport funding and assist in the evaluation of all airport projects proposed for state or federal funding. The *Wyoming Priority Rating Model (PRM) for Project Evaluation – 2024*, as approved by the WAC, will evaluate projects requested by airport sponsors for state or federal funding using eight weighted categories. These categories represent important project evaluation criteria, with each category weighted to recognize differing levels of importance in an overall evaluation and ranking of eligible projects. The six categories, with weights and brief descriptions, are:

- **Purpose of Project** – 5-point weight

This category is recognized as one of the most important individual categories in the PRM. It defines and classifies the primary purpose of each project as Safety, Security, Maintenance, Airport Enhancement, or Planning.

- **Project Component** – 3-point weight

This category further prioritizes projects that are focused on the preservation and enhancement of airside facilities.

- **Type of Federal Funding** – 5-point weight

This category is one of the most important individual categories because, in general, federal funds provide the majority of financial assistance to airport sponsors for airport improvement projects. The emphasis of the WAC to ensure all federal funding is matched is reflected in this category's importance.

- **Systems Impact** – 4-point weight

This category allows WYDOT-Aeronautics to consider an individual project's overall impact to the Wyoming State Aviation System Plan (WySASP).

- **Project Timing** – 4-point weight

This category allows WYDOT-Aeronautics to match a project's schedule for delivery to the availability of funding and the funding requirements of state and federal programs and/or community funding.

- **Commission Priority** – 4-point weight

This category allows WYDOT-Aeronautics to apply a boost to a project that meets commission priorities but is at risk of not being funded in a timely manner.

- **Airport Usage** – 3-point weight

This category prioritizes projects based on the airport's benefit to the most airport users/citizens. It uses the airport's state system plan classification, the role of the airport in the overall system, and the facilities and services offered at the airport. The system plan classification is assigned based on the airport's type and level of usage.

- **Status of Airport Protection** – 1-point weight

This category recognizes the importance of safeguarding airport operations and minimizing impacts to properties in proximity to the airport by implementing land use protections.

Using each of these categories, the PRM will result in a numerical rating for each project; the process of matching a project proposal to a numerical rating is later defined for each category. The numerical rating is assigned and then multiplied by the category weight to determine a final category numerical value. The eight category values are then summed to conclude the final priority model ranking for those projects proposed for state or federal funding. A maximum of 105 points is available for a project that meets the highest value for each category.

**Wyoming Business Council Grants** | The Wyoming Business Council (WBC), a State of Wyoming program, provides financing for publicly owned infrastructure that serves the needs of businesses and promotes economic development within Wyoming communities. Most aeronautical and non-aeronautical development proposals at POY should be eligible candidates for these grants.

**WAC Loan Program** | Wyoming counties, cities and towns, and joint powers boards that are specifically involved in providing governing authority over public-use airports, and that are empowered pursuant to Wyoming statute Title 10, are eligible to apply for loans under the Wyoming Aeronautics Commission Loan Program. Loans may be used for the construction, development, and improvement of airport facilities that generate user fees, except that no loans shall be extended for fuel system or fuel tank removal or for asbestos removal (WS §§ 10-5-101 through 10-5-204). The terms of repayment for loans cannot exceed 20 years and the interest rate is set at five percent per annum.

**WYDOT-Aeronautics Pavement Management Program** | This program began in 2004 to improve efficiency and better use of funding. Through stakeholder collaboration (airport sponsor, WYDOT-Aeronautics Division, Denver regional FAA office), pavement management plans are developed and incorporated into the WACIP.

**Weather Information Initiative** | This program began in 2006 to provide increased weather information for pilots and other users to allow them to make safe choices. The Wyoming State Legislature appropriated \$1.5 million to install the automated weather observation systems (AWOS) for mountain passes, with annual maintenance budgeted at \$100,000 in FY 2024.

**Windsock Program** | This program provides windsocks to airports through the WAC. Windsocks are important to aviation safety and reach the ends of their useful lives within six months to a year due to the extreme Wyoming winds. WYDOT-Aeronautics purchases all windsocks and better prices are achieved through economy of scale. WYDOT-Aeronautics staff are routinely at the airports and are able to distribute the windsocks.

**NAVAID Maintenance Program** | This program allows for better costs for the airports to maintain NAVAIDs. This equipment is required to be inspected and maintained on a 30-day inspection cycle by an FAA-certified technician. WYDOT-Aeronautics negotiates a standard contract and fee between the airports and the service contractor. Negotiating the contract as a group ensures the lowest possible fee. The WAC reimburses airports for the maintenance fees and helps with the costs of replacement parts.

## LOCAL FUNDING

After consideration has been given to grants, the remaining 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, pursuing non-aviation development potential, and collecting 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 for additions and 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 fair and equitable rates continue to be charged into the future. Many factors will impact the standard lease rate for a particular facility or ground parcel. For example, ground leases for aviation-related facilities should have a different lease rate from that of non-aviation leases. When an airport owns a hangar, a separate facility lease rate should be charged. The lease rate for any individual parcel or hangar can 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 holders; thus, 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 Financing** | Leasehold financing refers to a private 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. For example, a fixed base operator (FBO) might consider constructing hangars and charging fair market lease rates while paying the airport for a ground lease.



**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-Aviation Development** | In addition to generating revenue from traditional aviation sources, airports with excess land can permit compatible non-aviation 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 private developer then pays the monthly lease rate and constructs and uses the compatible facility. The recommended master plan concept includes approximately 140 acres of property that could be used for revenue-generating non-aeronautical development. All other planned developments are aeronautical in nature. It should be noted that any proposed non-aviation development must be reviewed and approved by the FAA.

**Special Events** | Another common revenue-generating option is permitted use of airport property for temporary or single events. For example, some airports host open houses or fly-in events that attract thousands of spectators from around the region. Airports can also permit portions of their facilities to be utilized for non-aviation special events, such as car shows or video production for 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 on which this master plan is based will remain valid for several years. The primary goal is for POY to best serve the air transportation needs of the region while achieving economic self-sufficiency.

The CIP and the phasing program presented will change over time. An effort has been made to identify and prioritize all major capital projects that would require FAA and WYDOT grant funding. Nevertheless, the airport, FAA, and WYDOT will continue to review the five-year CIP on an annual basis.

The value of this study is that it keeps the issues and objectives at the forefront of decision-makers' minds. In addition to adjustments in aviation demand, decisions regarding 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 simply adjusting 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 Powell 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.