INTRODUCTION

This Master Plan Update (Master Plan) was initiated in late 2009. A lot has changed since then. Back in 2009, Delta Air Lines and Northwest Airlines announced their merger but were still far from completing the process to form the new Delta Air Lines. United Airlines and Continental Airlines had not yet announced their merger, but it would be announced soon after the master planning process was underway in May of 2010. Fast forward to today, and the dynamic aviation industry continues to change to meet new economic demands and pressures. In February 2013, American Airlines and US Airways announced their intent to merge as well. Each of these changes, along with others in the industry, have an impact at individual airports. When the Master Plan began, the Colorado Springs Airport (Airport) was served by each of these “legacy” airlines prior to these mergers, along with the low cost carriers Allegiant Air and Frontier Airlines. While Frontier Airlines has left Colorado Springs, Alaska Airlines has announced that it will enter the market and begin nonstop flights between Colorado Springs and Seattle in November 2013.

Given all the changes in the aviation industry, an airport cannot plan to accommodate specific airlines or business models. Change in this industry is often unpredictable. Therefore airports, like Colorado Springs, must proactively develop plans for their future that are flexible and meet the needs of this dynamic industry. To that end, Colorado Springs has focused on improvements the Airport will need to implement over the next several years to accommodate changes in service, growth of passengers, and each segment of the aviation market, including but not limited to airline passengers.

The intent of a master plan is to provide a conceptual plan for future development of the airport campus over the long-term that will serve each major function of the airport including: commercial passenger service, air cargo and freight transport, general aviation activity, and military facilities. This particular Master Plan forecasts demand expected to occur over the next 20 years and provides a planning framework that will enable Airport management to implement a series of smaller projects over time to optimize critical infrastructure to meet future needs. This document presents highlights of the full Technical Master Plan report.

Guiding Principles

To ensure that plans formulated in the Master Plan will meet the needs of the dynamic aviation industry, a comprehensive set of guiding principles were developed at the outset of the planning process. The guiding principles also provide interested parties a high-level explanation of the purpose for the master planning process.

- The recommended development plan should give priority to safety and security, followed by financial feasibility, operational efficiency, environmental prudence, and
social responsibility; the plan should be beneficial to all users of the Airport, and the positive customer experience must be maintained or enhanced.

- Airport development plans should preserve flexibility to permit changes to the plan as industry and local conditions warrant.

- The planning effort will seek to foster consensus among key stakeholders, including Airport users, the Federal Aviation Administration (FAA), the Airport Advisory Commission, and Airport management.

- The master planning process will employ a focused public involvement program to inform interested parties as to the Airport’s positive community impacts as well as future plans.

- Future development at the Airport shall continue to be self-funded by users of the airport and aviation system; no local sales or property taxes will be used to fund Airport capital improvements.

- The master planning process shall emphasize cost effective solutions and shall consider the total cost of implementation when evaluating alternatives.

- Planning for future facilities will consider the role of emerging technologies and industry trends that could affect the requirements for future facilities.

- The master planning process shall incorporate Business Park plans and identify potential synergies between its future development and the development of the rest of the Airport.

Goals and Objectives

Using the guiding principles, the Airport drafted a more detailed, actionable set of “goals and objectives.” The goals and objectives were used to evaluate whether or not a planning concept is viable as the recommended development plan. Airport management identified goals for the airfield, passenger terminal, land use and access, sustainability, and social responsibility. Each of the goals has an accompanying list of objectives which is located in Chapter 1 of the Master Plan Technical Report. The goals were as follows:

- **Airfield** – plan for a safe, operationally efficient airfield that meets FAA standards.

- **Passenger terminal** – provide plans that will help maintain a positive customer service experience throughout the entire terminal complex, from the entrance road and parking lots to the aircraft gate.

- **Land use and access** – provide a plan to enhance Airport access and encourage compatible land use surrounding the Airport.

- **Sustainability** – provide a plan that is fiscally and environmentally sustainable.
- **Social responsibility** – provide a plan that meets the aviation needs of the region in a socially responsible manner.

**Master Planning Process**

The master planning process followed the best practices of the industry and the guidance provided by FAA in Advisory Circular 150/5070-6B, *Airport Master Plans*.1 The steps involved in the master planning process are shown in the Figure 1 below.

![Figure 1: MASTER PLANNING PROCESS - Colorado Springs Airport](image)

**Existing Condition**

The Airport consists of the airfield and the following other primary facilities: passenger terminal with two concourses accommodating 16 aircraft gates, ground transportation facilities, surface parking lots, rental car facilities, air cargo ramp, fixed base operator facilities, aircraft maintenance facilities, fuel farms, and FAA facilities. The airfield occupies approximately 30% of the Airport land area, with three runways, Runway 17L-35R, Runway 17R-35L, and Runway 13-31, associated taxiways and safety areas. The Airport encompasses approximately 7,353 acres. The passenger terminal complex and terminal support facilities are located in the center of the Airport campus; general aviation, cargo, aircraft maintenance, and airline support facilities are located primarily in the West Aviation Development Area, west of Runway 17R-35L. Major airport facilities are depicted on Figure 2.

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1 Advisory Circular (AC): Federal Aviation Administration Advisory Circular. Advisory Circulars are informational publications that provide guidance for complying with aviation regulations and requirements.
AVIATION DEMAND FORECAST

The following three sections summarize the forecast in terms of enplaned passengers, air cargo tonnage, and aircraft operations. For enplaned passengers and aircraft operations, the forecast projections are compared to the FAA 2013 Terminal Area Forecast (TAF).2 The projections presented herein are a forecast update, completed in June 2013, to the original Master Plan forecast prepared back in 2010. For further information regarding the forecast, see Chapter 3 and Appendices B and C of the Technical Report.

Enplaned Passengers

Figure 3 presents a chart showing annual enplaned passengers at the Airport—actuals for 2000 through 2012, a projection for 2013, and forecasts for 2014 through 2033, compared with the FAA 2013 TAF for the Airport. Notably, the enplaned passenger forecasts are substantially lower than the TAF in 2013 and all subsequent years. The primary reason is a projected 20% decline in enplanements in 2013 due largely to the termination of service in April by Frontier Airlines.3

The enplaned passenger average growth rate of 1.8% per year from 2013 to 2033 projects the Airport to grow from its 2013 estimate of approximately 655,000 enplaned passengers to 940,000 in 2033. For further information regarding the forecast, see Chapter 3 and Appendices B and C of the Technical Report.

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2 Terminal Area Forecast (TAF): historical aviation activity data and FAA's forecasts for airports receiving FAA and contract tower services.
3 This forecast update was prepared in advance of the Alaska Airlines announcement of their intention to operate nonstop flights between Colorado Springs and Seattle beginning in November 2013. Accordingly, the estimate for 2013 does not include the increase that may be expected as a result of this new service offering.
Aircraft Operations

Figure 4 presents a chart showing historical total aircraft operations for 2000 through 2012, a projection for 2013, and forecasts for 2014 through 2033, compared with the FAA TAF for the Airport. The aircraft operations forecasts are somewhat lower than the TAF (e.g., -6.8% in 2018 and -8.7% in 2023). The forecast average growth rate in total aircraft operations of 0.5% per year between 2013 and 2033 projects the Airport to grow from its 2013 estimate of approximately 126,000 aircraft operations to 140,000 in 2033.
ALTERNATIVES IDENTIFICATION AND EVALUATION

The facility requirements analysis indicated that the airfield and passenger terminal provide sufficient capacity to accommodate the baseline forecast aircraft operations through the planning horizon. However, the major finding of the requirements analysis involved airfield geometrics, specifically the Runway 17R-35L intersection with Runway 13-31. Accordingly, the majority of the alternatives effort involved identification of a number of alternatives intended to:

- Reduce the risk of wrong runway departures;\(^4\)
- Address airfield hot spots as identified on FAA Airport Diagram;\(^5\)
- Reduce the number of runway crossings to the extent practical;

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\(^4\) Wrong runway departures occur when aircraft depart from a different runway than that assigned by FAA air traffic control.

\(^5\) FAA produces official Airport Diagrams which depict major airport facilities for most airports in the U.S. available at http://www.faa.gov/airports/runway_safety/diagrams/
• Improve operational capability of the airfield;
• Improve taxiway geometry to prevent potential confusion.

Recommended Airfield Alternative

As a result of a thorough, comprehensive screening of several alternatives and consultation with the FAA, three “finalist alternatives” were fully defined and compared relative to one another. In the end, one of the three finalist alternatives was selected for inclusion in the Recommended Development Plan (RDP). For further information regarding the alternatives formulation and evaluation, see Chapter 5 of the Technical Report. A summary description of the RDP is provided beginning on page 8 of this document.

Passenger Terminal Facilities

Since most of the functions in the passenger terminal have excess capacity, the Master Plan did not consider expansion options for the passenger terminal. However, the passenger security screening checkpoint was identified as a more near-term need, which required additional space for security queue and passenger processing. Subsequent to those master plan findings, Airport management constructed an expansion of the security checkpoint area to address this future need by providing additional space as part of the construction of a new checked baggage system.

Ground Transportation Facilities

The evaluation of ground transportation facilities including parking, rental car, access roadways, and the terminal curbfront indicated that most facilities had excess capacity and could meet the needs through the planning horizon. The notable exception was public parking and rental car ready return parking toward the end of the planning horizon, associated with the original forecast. To meet the demand in the near-term, airport management can reinstitute a public parking overflow lot that is located immediately west of the Air Cargo Road and south of the employee parking lot. This space provides approximately 875 additional spaces, which would bring the Airport total available public parking spaces to about 5,510, which is sufficient to meet future demand. The Airport could also provide an additional 1,040 spaces to meet holiday demand at the greatest level of activity evaluated which corresponds to an additional 300,000 square feet of public parking. This space would best be provided by displacing the rental car service center areas to the south.

General Aviation, Air Cargo, and Airport Support Facilities

The requirements analyses indicated that additional space for general aviation should be provided at the Airport for corporate and community aircraft hangars and associated general aviation terminal space. Using past studies of the west side development area, optimal space was identified for additional general aviation facilities west of Taxiway A.
While the area dedicated to air cargo appears to be adequate through the planning horizon, air cargo demands can change quickly depending on the market and the airline; accordingly, additional space contiguous to the existing cargo area should also be set aside.

Finally, two airport support functions required additional space to be set aside. Specifically, a deicing pad was planned for the southeast quadrant of the intersection of Taxiways M and H. Additional space for Airport Maintenance activities is identified for west of the airfield vehicle service road and immediately north of Old Drennan Road.

RECOMMENDED DEVELOPMENT PLAN

With the individual projects associated with the airfield, general aviation, air cargo, and airport support functions identified, the Master Plan identified a comprehensive RDP. The primary goal of the RDP is the elimination of the intersection of Runway ends 17R and 13 and associated taxiway improvements on the west airfield. These projects are founded upon Airport management’s intent to reduce the risk of wrong runway departures, while providing improved capability of Runway 17R-35L (west runway) the secondary runway to Runway 17L-35R (east runway). With the net increase in length for Runway 17R-35L departures and the provision of an enhanced instrument landing system (ILS) for Runway 35R, the Airport improves its operational capability. Specifically, the ILS on Runway 35R allows the primary runway to serve aircraft operations during Category II weather conditions, and the increased departure length of Runway 17R-35L provides near equivalent capability to primary Runway 17L-35R. The individual components of the RDP are depicted on Figure 5, numbered 1-21 as described below.

1. **Shift the Runway 17R threshold to the south by 1,790 feet.** Runway 17R-35L is shown on Figure 5 shifted to the south by approximately 1,790 feet. This project provides separation from Runway 13-31, eliminating the runway intersection and reducing the risk of wrong runway departures. The project involves pavement removal, earthwork, and re-marking of the runway. This project would be completed in concert with projects 2 and 3.

2. **Extend Runway 35L to the south by 2,500 feet.** This project would involve extension of Runway 35L to the south approximately 2,500 feet. The net increase in departure length for Runway 17R-35L would be 710 feet. The net increase in arrival length for Runway 17R is 710 feet, and the net decrease for Runway 35L is

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6 Instrument landing system (ILS): a system of electronic devices whereby the pilot guides his aircraft to a runway by reference to instruments in the cockpit. In some instances the signals received from the ground can be fed into the automatic pilot for automatically controlled approaches. The ILS consists of a localizer, glideslope and marker beacons, and approach light system.
65 feet. The Runway 35L threshold is displaced by approximately 775 feet to provide a Runway Protection Zone (RPZ) clear of Milton E. Proby Parkway.\(^7\)\(^8\) The project involves construction of proposed pavement, significant earthwork, remarking of the runway, and relocation of the approach lighting system for Runway 35L arrivals. This project would be completed in concert with projects 1 and 3.

3. **Reduce length of Runway 13-31 by 400 feet.** Runway 13-31 would be shortened by approximately 400 feet. Shortening Runway 13-31, coupled with project 2, eliminates the runway intersection conflict and provides a clear Runway Safety Area (RSA).\(^9\) The Runway 13 threshold would be displaced by approximately 510 feet to provide a standard 1,000 foot Runway Safety Area and clear RPZ. The net decrease in departure length of Runway 13-31 would be 400 feet. The net decrease in arrival length of Runway 13 is 910 feet, and the net decrease in arrival length of Runway 31 is 400 feet. This project would be completed in concert with projects 1 and 2.

4. **Remove existing high-speed exit Taxiway C1.** This project would be completed in concert with project 1. The high-speed exit would no longer be located in the proper placement for Runway 35L arrivals as it is too near the relocated end of the runway. Further, the geometry of the existing taxiway would conflict with the proposed perpendicular exits.

5. **Remove existing high-speed exit Taxiway C3.** The location of this high-speed exit would no longer be properly placed given the shift of the Runway 17R threshold to the south. Moreover, the geometry associated with Taxiway C3 conflicts with the geometry of Taxiway G in its current configuration.

6. **Construct proposed high-speed exit Taxiway C4.** This project provides a proposed high-speed exit for Runway 35L arrivals. The location of this high-speed exit taxiway accounts for the shift of the Runway 35L threshold with the runway extension to the south.

7. **Remove existing exit Taxiways A6, C6, C7.** These taxiways currently serve the existing end of Runway 35L. With the extension to Runway 35L, these taxiways

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\(^7\) Runway protection zone: an area at ground level prior to the threshold or beyond the runway end to enhance the safety and protection of people and property on the ground.

\(^8\) Threshold: the beginning of that portion of the runway available for landing; a displaced threshold is located at a point on the runway beyond the beginning of the runway.

\(^9\) Runway safety area: a defined surface surrounding the runway prepared or suitable for reducing the risk of damage to aircraft in the event of an undershoot, overshoot, or excursion from the runway.
are no longer required but may remain in place. However, these exits must be
removed to enable the construction of a proposed high-speed exit Taxiway C6 to
serve Runway 17R arrivals. This project would be completed in concert with
project 8.

8. **Construct proposed high-speed exit Taxiway C6.** This project provides a
proposed high-speed exit for Runway 17R arrivals. The location of this high-speed
exit accounts for the change in location of the Runway 17R threshold to the south.
This project would be completed in concert with project 7.

9. **Remove and realign Taxiway A.** The realignment of Taxiway A would provide a
parallel taxiway for Airplane Design Group (ADG) IV aircraft, with a centerline to
centerline separation from Runway 17R-35L of 500 feet.

10. **Realign Taxiway B.** Taxiway B currently intersects Taxiways E, E4, and G
creating the potential for pilot confusion. Taxiway B would be realigned to
intersect Taxiway E at a 90 degree angle, eliminating potential confusion and
providing improved functionality.

11. **Construct proposed bypass Taxiway E2.** This proposed taxiway would provide a
bypass taxiway to serve aircraft needing to exit the Runway 17L end.

12. **Remove existing Taxiway E2.** Taxiway E2 would be better located nearer the end
of Runway 17L. This project would be completed in concert with project 12.

13. **Remove existing high-speed exit Taxiway E4.** The geometry at the intersection of
Taxiway E, E4, G, and H is complex, potentially causing pilot confusion. This
taxiway would be replaced in a location approximately 1,400 feet south to reduce
the potential for pilot confusion.

14. **Construct proposed high-speed exit Taxiway E4.** This project provides a
proposed high-speed exit for Runway 35R arrivals. The location of this high-speed
exit accounts for the removal of existing Taxiway E4. This project would be
completed in concert with project 13.

15. **Provide Runway 35R with an improved Instrument Landing System.** The
approach to Runway 35R would be enhanced by the addition of a High Intensity
Approach Lighting System with Sequenced Flashing Lights (ALSF-2). The ALSF-2
would provide Category II capability for arrivals in inclement weather conditions.
Figure 5
RECOMMENDED DEVELOPMENT PLAN
Master Plan Update
Colorado Springs Airport
July 2013

Legend
1. PHASE 1 (Projects 1-5, 15, 16)
2. PHASE 2 (Projects 6-8)
3. PHASE 3 (Projects 10-14)
4. PHASE 4 (Project 9, 17-21)

Recommended Projects
1. Runway 17R: shorten 1,790' and construct new taxiways
2. Runway 35L: extend 2,500' and construct new taxiways
3. Runway 13: shorten 400' and construct new taxiways
4. Remove existing Taxiway C1
5. Remove existing Taxiway C3
6. Construct new Taxiway C4
7. Remove existing Taxiways C6, C7, and A6
8. Construct new Taxiway C6
9. Remove existing Taxiway A; realign Taxiway A to 500' from Runway 17R-35L, construct central taxi lane
10. Realign Taxiway B segment
11. Construct new Taxiway E2
12. Remove existing Taxiway E2
13. Remove existing Taxiway E4
14. Construct new Taxiway E4
15. Construct new instrument approach lighting system (ALSF-II)
16. Pave vehicle service roads
17. Construct deicing pad area
18. General aviation expansion areas
19. Air cargo expansion area
20. MRO expansion area
21. SRE facility
16. **Pave perimeter vehicle service roads.** The perimeter vehicle service roads require realignment around the ends of Runway 17R-35L. In addition, the perimeter road is not paved in its entirety. The FAA Runway Safety Action Team has expressed the need for the perimeter road to be paved to reduce the number of vehicles using taxiways and runways to move about the Airport.

17. **Construct deicing pad.** This project would provide additional space for deicing aircraft nearer their point of departure, primary Runway 17L-35R.

18. **General aviation expansion areas.** These parcels of land were identified in the master planning process as being ideal for general aviation expansion as the need arises.

19. **Air cargo expansion area.** This parcel of land was identified in the master planning process as being ideal for air cargo expansion as the need arises. The project would likely involve expansion of the existing cargo apron, currently in use by FedEx, to the north, allowing for one additional aircraft parking position.

20. **Maintenance, repair, and overhaul (MRO) expansion area.** This parcel of land was identified in the master planning process as being ideal for MRO expansion should the need arise. The parcel of land provides good access to the airfield, is consistent with the surrounding land use on the west side of Taxiway A, and has good landside access as well.

21. **Snow removal equipment (SRE) facility.** This parcel of land was identified in the master planning process as being ideal for an SRE storage facility. The goal of constructing additional SRE storage is to achieve increased efficiency for snow removal operations that occur on the east side of the Airport.

**Cost Estimates and Phasing**

Project cost estimates for the RDP are summarized in Table 2. In total, the plan is estimated to cost approximately $114.5 million. Phases 1 and 2, which total $80.6 million include all of the west airfield improvements excluding the realignment of Taxiway A. Table 2 and Figure 5 also indicate in which of the four phases each individual project component is included.

Phase 1, including projects 1-4, involves the improvements necessary to decouple the intersection of Runway ends 17R and 13. Each of these projects is located on the west side of the airfield. Phase 1 also includes projects 15 and 16 which are of immediate interest to Airport management and may be implemented independently of projects 1-4. These projects have independent utility; in the case of project 15 the Airport would improve its capability to accommodate landings during Category II weather conditions. In the case of
project 16, the Airport would reduce runway crossings by maintenance and operations vehicles by providing paved service roads that reduce the need to traverse taxiways and runways.

Phase 2, including projects 6 through 8, could be completed in concert with Phase 1; however, they are not necessary to implement the runway decoupling. This phasing scheme allows airport management the flexibility to decrease the upfront cost of implementation should it be prudent to do so.

Phase 3 includes projects 10 through 14 and is primarily focused on improvements to the east side of the airfield. These projects could be completed in concert with major maintenance to Runway 17L-35R or its parallel Taxiway E.

Phase 4, including projects 17-21, would be implemented by the Airport on an opportunistic basis and as the need arises. It may be prudent to implement one of these projects ahead of the other phases, depending on the need and availability of funding. Further, these projects need not be completed and would not likely be completed as part of a package. Each project has independent utility, and their implementation schedule should be revisited on an annual basis by Airport management as part of the routine review of the RDP. Phase 4 also includes project 9, which involves the realignment and reconstruction of parallel Taxiway A. This project would likely be undertaken when Taxiway A pavement would be scheduled for reconstruction.

**Anticipated Funding Sources**

A combination of traditional airport funding sources and financing mechanisms including federal Airport Improvement Program (AIP) grants, airport revenue bonds, passenger facility charges, state grants, and cash generated from Airport operations could be used to fund the RDP. The majority of funding would likely come in the form of AIP discretionary grants, which are awarded to airports on the basis of priority and available funding.

*Future development at the Airport shall continue to be self-funded by users of the airport and aviation system; no local sales or property taxes will be used to fund Airport capital improvements.*

**Capital Improvement Program**

The Airport has an ongoing capital improvement program (CIP) which assigns projects to a given year, currently looking out nine years to 2021. While the majority of the implementation of the RDP is anticipated to be beyond the next five years, the Airport is planning to undertake a number of projects to enable the implementation of the master plan recommendations, beginning in 2018. Projects in the CIP related to implementation of the RDP include:

- Environmental Assessment for master plan projects 1-5, scheduled for 2018;
- Design for projects 1-5, scheduled for 2019;
- Construction for projects 1-5, scheduled for 2020 and 2021.
Notably, the CIP for the first five years is the most well-defined. Beyond five years, the CIP includes order of magnitude cost estimates and is subject to continual refinement of priorities and schedule. The CIP for years 2019-2021 will be the subject of continual refinement as the Airport consults with the FAA and plans for the implementation of the RDP. For further information regarding the CIP, see Chapter 6 of the Technical Report.

ENVIRONMENTAL REVIEW

Based on implementation FAA guidelines, it is likely that the key projects in the RDP, needed to reconfigure the airfield to meet safety and functional requirements, would require an Environmental Assessment, although the appropriate level of environmental review would ultimately be subject to FAA oversight. Specifically, a runway extension, as envisioned in the RDP, normally requires an Environmental Assessment according to Section 702 of FAA Order 5050.4B. Less intrusive projects with independent utility, such as paving a vehicle service road, could likely be accomplished through preparation of a Categorical Exclusion.

The context and minimal intensity of any potential environmental impacts associated with the recommended airfield improvements appears unlikely to trigger the requirement for an Environmental Impact Statement (EIS), based on Section 501 of FAA Order 1050.1E, which details Actions Requiring Environmental Impact Statements. In evaluating the need for an EIS, “context” refers to the setting and effects on the local area, while “intensity” measures the severity of potential impacts.
<table>
<thead>
<tr>
<th>Project no. (a)</th>
<th>Description</th>
<th>Cost (b)</th>
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<tbody>
<tr>
<td>PHASE 1</td>
<td></td>
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</tr>
<tr>
<td>1</td>
<td>Shift Runway 17R-35L 1,790 feet south; construct Taxiways A1, A2, C1, and C2</td>
<td>$ 8.5</td>
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<tr>
<td>2</td>
<td>Construct 2,500 foot extension to Runway 35L; construct Taxiways A8, A9, C7, and C8</td>
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<td>Shorten Runway 13-31 by 400 feet; construct Taxiways B1 and B2; displace Runway 13 threshold</td>
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<td>4</td>
<td>Remove existing high-speed exit Taxiway C1</td>
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<td>5</td>
<td>Remove existing Taxiway C3</td>
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<td>15</td>
<td>Construct approach lighting system (ALSF-II) for Runway 35R arrivals</td>
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<td>16</td>
<td>Pave vehicle service roads around Runway 17R-35L; from PAFB to A/DACG facility; from A/DACG to fuel farm.</td>
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<td>Construct proposed high-speed exit Taxiway C4</td>
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<td>Remove existing Taxiways A6, C6, and C7</td>
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<td>Construct Taxiway E2</td>
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<td>9</td>
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<td>Total for Phases 1 through 4 (excluding projects 17-21)</td>
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(a) Corresponds to numbering Figure 5, Recommended Development Plan.  
(b) Cost in millions of dollars.  
(c) Projects 17-21 were not included as the cost would be dependent upon the scope of the development which is unknown at this time.

Source: Cost estimates provided by Jacobs Engineering, July 2013.