Federal Aviation Administration

Memorandum

Date: April 4, 2025

To: Office of Airports Regional Directors, AXX-600s
Regional Airport Planning and Programming, AXX-610s
Airports District Office Managers, XXX-ADOs

DANIELLE J RINSLER
Digitally signed by DANIELLE J RINSLER
Date: 2025.04.04 12:10:21 -04'00'

From: Danielle J. Rinsler, Director, Airport Planning and Programming, APP-1

Subject: Reauthorization Program Guidance Letter (R-PGL) 25-01: Runway Projects

This Reauthorization Program Guidance Letter (R-PGL) 25-01 explains and implements provisions in the FAA Reauthorization Act of 2024 (the 2024 Act) (P.L. 118-63) impacting eligibility related to certain runway projects. This R-PGL is directed to Office of Airport's staff for the purpose of helping them implement statutory changes. This R-PGL is not legally binding in its own right and will not be relied upon by the FAA as a separate basis for affirmative enforcement action or other administrative penalty. The FAA will update FAA Order 5100.38D, Change 1, *Airport Improvement Program (AIP) Handbook*, to reflect these statutory changes to runway project eligibility.

Please be advised that unless expressly noted below, Infrastructure Investment and Jobs Act (IIJA) eligibility is generally broader than and more inclusive than AIP eligibility. All other applicable Federal statutes, regulations, Executive Orders, policy, and guidance apply unless expressly provided for otherwise in this R-PGL. For all planning and programming purposes, including System of Airports Reporting (SOAR) actions, refer to the latest Regional Implementation Guidance (RIG).

This R-PGL addresses the following specific provisions:

Bill Section	Topic	49 USC Section(s) Impacted
702(2)(A)	Non-Hub Secondary Runways	§ 47102(3)(A)
702(2)(G)	Legacy Crosswind Runways	§ 47102(3)
726(a)	GA Runway Extension Pilot Program	§ 47146
752	Prohibition on Certain Runway Length Requirements at Airports Co-Located with USAF or ANG Facilities	Does not amend existing statute

Section 702(2)(A), Non-Hub Secondary Runways

Section 702(2)(A) amends 49 U.S.C. § 47102(3)(A) by adding subsection (iii) to identify eligibility for a secondary runway at a nonhub airport that is equivalent in size and type to the primary runway of such airport. This section creates no new eligibility or justification under AIP; however, it does create new IIJA eligibility. Secondary runways at nonhub airports are already eligible if justified (see AIP Handbook Appendix G, Table G-1) when needed to provide additional operational capacity. Normally, an airport needs to have at least 120,000 annual operations for the primary runway to be operating at 60% or greater of its capacity, which is the requirement to be designated as a secondary runway for purposes of AIP funding.[1] In addition, runway length and width are established by the needs of the critical aircraft using the runway (see Advisory Circular (AC) 150/5000-17, *Critical Aircraft and Regular Use Determination*, and AC 150/5325-4, *Runway Length Requirements for Airport Design*). Accordingly, there are no changes to implementation under AIP.

However, use of Airport Infrastructure Grants (AIG) under IIJA, as authorized by Section 741 of the 2024 Act, is allowed for extension of a secondary runway at a non-hub or small hub airport, regardless of the level of operational activity at such airport. See AIG FAQs at: https://www.faa.gov/iija/airport-infrastructure. Future AIP eligibility and justification on a runway extended using AIG is determined based on the runway type, critical aircraft, and related design standards at the time of rehabilitation or reconstruction.

Section 702(2)(G), Legacy Crosswind Runways

Section 702(2)(G) amends 49 U.S.C. § 47102(3) by adding subsection (V) to establish rehabilitation and reconstruction eligibility for existing crosswind runways if it is on the most recently approved airport layout plan (ALP), regardless of wind coverage. Effectively, this is a new runway type, hereafter identified as a Legacy Crosswind Runway, to designate a runway previously funded to function as a Crosswind Runway that is newly eligible even when the primary runway alone has adequate wind coverage per AC 150/5300-13, *Airport Design.*

There is a difference between a Crosswind Runway and Legacy Crosswind Runway type:

A Crosswind Runway, as identified in the AIP Handbook, Appendix G, Table G-1, is a runway type that is not parallel to the primary runway and is needed because the primary runway alone has less than 95% wind coverage per criteria in AC 150/5300-13. Runway dimensions are established by the Runway Design Code (RDC) needing wind coverage and the critical aircraft within that RDC having regular use, per AC 150/5000-17 paragraph 3.3.2.

A Legacy Crosswind Runway is a new AIP runway type that establishes eligibility for an existing runway previously funded to function as a Crosswind Runway that is not parallel to the

[1]A single runway can accommodate 200,000 or more annual operations per AC 150/5060-5, *Airport Capacity and Delay*, Figure 2-1, at a typical fleet mix. AIP Handbook, Table G-1 establishes justification for a secondary runway if the primary runway is operating at 60% or more of its annual capacity. Therefore, at least 120,000 annual operations at an airport are needed to warrant a secondary runway.

primary runway, when the primary runway alone achieves greater than 95% wind coverage. A common example is a runway constructed using AIP funds for crosswind purposes that is no longer eligible as a Crosswind Runway due to long-term shifts in wind patterns.

Implementation for Field Offices

Since ALPs do not specifically identify runway type, e.g., a crosswind runway, the FAA considers this provision as referring to a single runway that is not parallel to the primary runway and is meant to serve aircraft during crosswind conditions.

The ADO will consider the runway to be an eligible and justified Legacy Crosswind Runway if the following three criteria are all met:

1. The primary runway alone has greater than 95% all weather wind coverage per AC 150/5300-13;
2. Justification is limited to a single Legacy Crosswind Runway at an airport. However, if an airport already has a Crosswind Runway as identified above, then a Legacy Crosswind Runway is not justified; and
3. The Legacy Crosswind Runway must have received AIP funding for construction, rehabilitation, or reconstruction in prior fiscal years to be justified under this provision.

The ADO shall identify the runway in SOAR as a "Legacy Crosswind" runway type. If the ADO determines a Legacy Crosswind Runway is eligible and justified, then typical development associated with a justified runway is also eligible per the project level justification criteria in the AIP Handbook. This includes associated runway safety areas, parallel and exit taxiways, navigation lighting, signage and markings, and obstruction removal associated with the runway. Seal coats and joint resealing are also eligible on Legacy Crosswind Runways at non-hub airports.

For a rehabilitation project, the ADO may fund to current dimensions, or lesser right-sized dimensions, as permitted by the AIP Handbook in Table 3-17. For a reconstruction project, the maximum RDC for a Legacy Crosswind Runway is A-I/B-I. Runway length is determined via the critical aircraft per AC 150/5325-4. The airport sponsor may use local funding to exceed standards and develop the runway to a higher RDC or longer runway length.

Work done under this provision must be to current design standards for the critical aircraft. If the Legacy Crosswind Runway is shown on the approved ALP that was based on outdated standards, then the ALP must first be updated to show that the development will be to standards in AC 150/5300-13 and other applicable ACs.

Additional, ineligible runways that are not designated as a Legacy Crosswind Runway are not newly eligible.

Section 726(a), General Aviation Airport Runway Extension Pilot Program

Section 726(a) amends 49 U.S.C. by adding § 47146, directing the FAA to establish and carry out a pilot program that allows a general aviation (GA) airport to use the Small Airport Fund for runway extension projects that would otherwise be ineligible under AIP. The program may expand access to such airports for use by large jet and turboprop aircraft and support the development and economic viability of such airports.

Under the pilot program, the FAA may make grants to not more than two (2) general aviation airports in each Fiscal Year (FY), 2025 through 2028, for extension of the primary runway of not more than 1,000 feet. The FAA will give priority to airports located more than 20-miles in radius of another National Plan of Integrated Airport Systems airport that already has an equivalent or longer runway than the proposed extended runway. Eligible project costs include planning, environmental review, design, or construction. The pilot program is meant to support one or more existing business entities using the airport, including but not limited to:

- Aircraft Maintenance, Repair, and Overhaul (MRO) facilities that serve large aircraft. MRO facilities are a vital component to the aviation system to ensure aircraft remain airworthy. MRO facilities are also robust employment centers;

- Manufacturing and other industrial users proximate to the airport that are dependent on large cargo aircraft for delivery or shipping of necessary materials; or

- Other business entities that have a direct, documented operational need for additional runway length. However, aeromedical patient transport is generally not a priority benefit for this pilot program, given the runway length performance of aircraft used on these missions and the emphasis of the pilot program on development and economic viability.

At a later date, the FAA will formally solicit applications for this pilot program. In advance, ADOs should advise interested sponsors to be prepared to provide the following information:

- Data demonstrating that the existing runway length is inadequate to support the near-term operations of one or more business entities currently operating at the airport; as well as existing annual operations by aircraft type(s) that are more demanding than the critical aircraft and are directly linked to the operational activity of one or more business entities currently using the airport.

- Data demonstrating that there is a direct aircraft operational impediment with the existing runway length, which results in an impediment to airport economic viability, job creation or retention, or local economic development. Supporting documentation from the business entities is helpful to estimate the number of aircraft operations by aircraft type that cannot be accommodated on the existing runway length and under what conditions they cannot be accommodated (e.g., density altitude, payload, runway condition). In addition, the business entities may describe the quantifiable benefits of the runway extension and estimate the number of jobs created or retained by the runway extension.

- Status of planning, forecast, National Environmental Policy Act and special purpose law reviews, and any land acquisition and obstacle removal (including for one engine operative procedures) necessary to carry out the project. While planning grants are eligible under the pilot program, an airport that is just beginning planning is unlikely to be ready for a design and construction grant in time to complete the project prior to the sunset of the program in FY 2028. Completed planning needs to demonstrate that the extended runway will serve aircraft performance needs, using aircraft performance engineering software aligned with parameters in AC 150/5325-4, *Runway Length Requirements for Airport Design,* and in consideration of one-engine inoperative obstacle clearance. Completed planning is needed to proceed to environmental review and design.

- Other quantitative and directly attributed information related to how the runway extension improves airport economic viability or local economic development.

Implementation for Field Offices

The critical aircraft for the runway with regular use is identified according to parameters in AC 150/5000-17. According to Federal Aviation Regulations (i.e., 14 CFR Parts 121, 135, and 129), large aircraft that do not regularly use a runway may still operate on it safely even if they exceed the Runway RDC. The ADO will determine future AIP eligibility and justification based on the runway type, critical aircraft, and related design standards at the time of a rehabilitation or reconstruction project.

The ADO will include data reporting in the applicable grant agreement that the sponsor provides data to the FAA in 2029 on changes in large aircraft operations and economic development opportunities realized after implementation of the runway extension.

Section 752, Prohibition on Certain Runway Length Requirements at Airports Co-Located with USAF or ANG Facilities

This section states that the FAA may not require an airport to shorten the length or width of the civil airport's runway, apron, or taxiway as a condition for the receipt of Federal financial assistance if the airport supports a base (i.e., a civil airport with a co-located USAF or ANG facility, rather than a military-owned Joint Use Airports) of the U.S. Air Force (USAF) or the Air National Guard (ANG), regardless of the stationing of military aircraft.

While the FAA cannot mandate a reduction in runway length, AIP funding is typically limited to the RDC required for the civil critical aircraft that regularly use the airport. If the full existing runway length exceeds what is necessary for civil operations, the airport sponsor must secure state or local funding to keep the existing dimensions of the reconstructed runway. However, when an airport has a co-located USAF or ANG base, this section allows AIP funding without proration of costs for the existing runway used most often by USAF and/or ANG aircraft, as well as its full-length parallel taxiway.

Implementation for Field Offices

This provision applies to the runway used most often by USAF or ANG aircraft at a civil airport. During reconstruction or rehabilitation of the runway and its parallel taxiway(s), a project that maintains the existing length and width of the runway and full length and width of the parallel taxiway are eligible and justified. Runway extensions are not eligible.

The ADO will document the use of Section 752 for runway rehabilitation or reconstruction in SOAR.

Aprons used by the military are normally exclusive use and are funded by the Department of Defense. Per budget augmentation rules, AIP cannot be used for military aprons, nor does the FAA dictate the size of military aprons.

Co-location of military facilities other than the USAF or ANG does not establish eligibility.