



## City of Salem Airport Advisory Commission

July 20, 2022  
6:00 PM- 7:00 PM Virtual

Si necesita ayuda para comprender esta información, por favor llame 503-588-6314

### **PARTICIPANTS**

#### Board Members

Kat Pence, Chair; John Foley, Vice-Chair; Douglas Brenizer; LTC Nathan Edgecomb; Neal White; Mike Morrow; Arnaud Verstuyf

#### Staff

John Paskell, Irma Rivera, Anita Sandoval

### **AGENDA**

1. Welcome and Call to Order
2. Approval of Agenda
3. Approval of Minutes from April 20, 2022
4. Public Comment - Appearance of persons wishing to address the Board on any matter other than those which appear on this Agenda
5. Reports
  - a. Tower Chief Report – Rob Broyhill
  - b. Airport Manager Report – John Paskell
6. Action Items
  - a. Commercial Air Service
7. Items for Commission Discussion
8. Adjournment Next Meeting: October 19, 2022

This meeting is being conducted virtually, with remote attendance by the governing body. No in-person attendance is possible. Interested persons may view the meeting online on [YouTube](#). Please submit written comments on agenda items, or pre-register to provide Public Comment on items not on the agenda, by 5 p.m. or earlier one day prior to the day of the meeting at [AAC@cityofsalem.net](mailto:AAC@cityofsalem.net).

Special accommodations are available, upon request, for persons with disabilities or those needing sign language interpretation, or languages other than English. To request accommodations or services, please call 503-540-2371 (TTD/TTY 503-588-6439) at least two business days in advance.

It is the City of Salem's policy to assure that no person shall be discriminated against on the grounds of race, religion, color, sex, marital status, familial status, national origin, age, mental or physical disability, sexual orientation, gender identity, and source of income, as provided by Salem Revised Code 97. The City of Salem also fully complies with Title VI of the Civil Rights Act of 1964, Americans with Disabilities Act of 1990, and related statutes and regulations, in all programs and activities.



**DRAFT ACTION AGENDA AND MINUTES**  
**AIRPORT ADVISORY COMMISSION**  
 Wednesday, April 20, 2022 - 6:00 p.m.  
 Virtual Meeting  
[YouTube](#)



[www.cityofsalem.net/AAC](http://www.cityofsalem.net/AAC)

**1. CALL TO ORDER, ROLL CALL, AND APPROVAL OF AGENDA**

**Call to order:** 6:00 p.m.  
**Roll Call:** John Foley – Vice Chair, Doug Brenizer, Neal White, Mike Morrow  
 LTC Nathan Edgecomb  
**Absent:** Kat Pence - Chair  
**Guests:** None  
**Staff:** John Paskell, Anita Sandoval

**2. APPROVAL OF AGENDA**

**Motion:** Move to approve the April 20, 2022, Meeting Agenda as presented.  
**Motion by:** Member: White **Seconded by:** Brenizer  
**Action:** Approved the Meeting Agenda for April 20, 2022, as presented.  
**Vote: Unanimous**  
**Motion approved**

**3. APPROVAL OF MINUTES**

**Motion:** Move to approve the January 19, 2022, Minutes as presented.  
**Motion by:** Member: Morrow **Seconded by:** Member: Brenizer  
**Action:** Approved the Minutes of January 19, 2022 Minutes as presented.  
**Vote: Unanimous**  
**Motion approved**

**4. Public Comment – N/A**

**5. REPORTS:**

- a. **Tower Report:** John Paskell  
**Comments/Questions:** N/A
- b. **Airport Manager Report:** John Paskell  
**Comments/Questions:** Foley, White, Morrow

**6. ACTION ITEMS –**

- a. None

**7. ITEMS FOR COMMISSION DISCUSSION:**

- Member Brenizer 1) shared President Biden is planning to announce that PDX will get an earthquake-proof runway; and 2) the NW Aviation Conference was reminiscent of pre-covid, lots of people and interest.
- Mr Paskell announced 1) that Salem is the recipient of some additional grant funding from the bipartisan infrastructure law recently passed. For the next five years Salem will be eligible for an extra \$295,000 in grant funding in addition to the \$150,000 of entitlement funding already received which equates to about \$445,000 in grant funding each year for the next five years. Those funds will likely be rolled over every year until the master plan is completed and a decision is made on what the next projects are; and 2) there are 32 air traffic control towers in the United States that are slated in the infrastructure bill to be replaced. The

national coordinator for that project reached out to the Salem a few days ago to start the discussions about the new tower.

- Member LTC Edgecomb shared he attended the Army Association of Aviators of America and saw all the future vertical lift helicopters the military is considering purchasing. They're pushing to get some of those for the Oregon National Guard as early as 2028.
- Member Morrow commented on the fewer number of noise complaints.

**8. CHAIR'S REPORT:**

**9. ADJOURNMENT:**

Meeting adjourned at 6:34 p.m. Next meeting April 20, 2022.

## Airport Manager's Report – July 20, 2022

### CURRENT PROJECTS:

**Taxiway Improvement Project:** This project is underway and is expected to be completed in mid-August. RWY 16/34 will be closed from 8/3-8/5 and RWY 13/31 will be closed 8/8-8/10 to accommodate crack sealing and runway hold bar and surface-painted hold marking removal and restriping. Runway closure notifications will go out to airport users in advance of those portions of the project.

**FAA MALSR Replacement Project:** This project has been postponed until Spring 2023. Based on lead times for equipment the earliest that FAA's contractor could begin would be in October and would be working into early 2023. Because of weather impacts they have determined the best course of action is to delay. As a reminder, the FAA NavAids Technical Operations group is undertaking this project to replace the RWY 31 MALSR to a MALSF.

**Airport Master Plan Update:** The airport expects to kick off its master plan update in autumn of 2022. The federal grant has been awarded and the State of Oregon matching grant is being processed for signatures. Both grants should be ready by end of July. Once the project has been initiated a Planning Advisory Committee (PAC) will be formed and will include Airport Advisory Commissioners John Foley and Doug Brenizer, both of whom have expressed interest in participating.

**RWY 16/34 Tree Obstructions:** The airport is reaching out to the owner of the Mission Lake property, which is adjacent to the RWY 16 approach end, to discuss removal of tree hazards on the approach to that runway. There is some confidence that the trees that are presenting a hazard to pilots will be removed. More information to come on this project but wanted the AAC and the pilot community to be aware that it has *not* been shelved as a priority.

### ENVIRONMENTAL:

**Steak-horned Lark:** Earlier in 2022 the FAA and U.S. Fish and Wildlife Service conducted an airport-wide survey for the Streak-horned Lark, a threatened and federally protected species that is known to inhabit airports as nesting ground. After three separate surveys none were found on the airport, and none have been found over the

past several construction projects. As such, the FAA and the USFWS have agreed to consider the Salem Airport an uninhabited airport for the next five years, at which time another survey will be conducted.

**Nelson's Checker Mallow:** The Nelson's Checker Mallow plant is a federal and State of Oregon protected plant species which does inhabit the Salem Airport. This plant has been part of a recovery program for the past 20+ years, has recovered very well and is now a candidate for de-listing. It is likely that it will be de-listed from the protected species list sometime this year.

This means that the airport will no longer be required to complete biological species surveys for the bird and the plant to accommodate construction projects. This will save the airport time and money and streamline future development processes.

#### **FUTURE DEVELOPMENT:**

The airport is finishing up a robust site development preparation effort for several lots on and around the airport to accommodate new development. The specific locations are the 8 acres south of Taxiway R, approximately 2 acres behind the B-17/FliteWing buildings, and roughly 11 acres off the airport, along Airway Drive, on either side of the Public Works Waste Transfer and Processing Facility. The site development efforts consist primarily of biological, archeological and wetland delineations to ensure that the airport is meeting its NEPA obligations. Approximately \$80,000 of this effort was funded through the State of Oregon and another \$45,000 was funded from airport operating funds.

Next steps will be to send the reports to the FAA Environmental Protection Specialist for approval, at which time the lots will be ready for development. There are currently six individuals on a waiting list ready to build new hangars, and the airport continues to receive request for off-airport industrial development on the Airway Drive lots.

#### **BOARD AND COMMISSION MEETING UPDATE:**

On July 1, 2022, the City formally adopted Administrative Policy and Procedure (APP) 2.8 regarding Board and Commission Public Meeting Requirements. The purpose of this policy is to create a consistent experience for City staff, advisory board and commission members, and the public when attending and participating in public meetings by implementing standard procedures and providing technical requirements for public meetings of the boards and commissions of the City of Salem, Urban Renewal

Agency and Housing Authority. As part of this APP, going forward all Board and Commission meetings will be held virtually unless an exception is granted by the Department Director who oversees the Board or Commission. Exceptions may be approved if a need can be shown why an in-person meeting is necessary (site visit, for instance). At some point in the future City Boards and Commissions may move to a hybrid option but not until all meeting rooms have the infrastructure to accommodate both in-person and virtual meetings, which is unlikely in the short term.

## 2022 Salem Airport Noise Complaints

Month reported:

Month	Complaints					Running Total	Households			Monthly Average
	Fixed Wing	Jet	Helicopter	Military	Total		No. of Households	Repeaters	New	
January	0	0	0	0	0	0	0			0.00
February	0	0	0	0	0	0	0			0.00
March	0	0	0	0	0	0	0			0.00
April	0	0	1	0	1	1	0		1	0.00
May	0	0	0	0	0	1	0			0.00
June	0	0	2	0	2	3	0	2		0.00
July	1	0	0	0	1	4	0		1	0.00
August	0	0	0	0	0	4	0			0.00
September	0	0	0	0	0	4	0			0.00
October	0	0	0	0	0	4	0			0.00
November	0	0	0	0	0	4	0			0.00
December	0	0	0	0	0	4	0			0.00
<b>Yearly Total</b>	<b>1</b>	<b>0</b>	<b>3</b>	<b>0</b>	<b>4</b>		<b>0</b>	<b>2</b>	<b>2</b>	
<b>Yearly Average</b>	25.00%	0.00%	75.00%	0.00%				#DIV/0!	#DIV/0!	

**Monthly Comments:**

January	No Complaints Recorded
February	No Complaints Recorded
March	No Complaints Recorded
April	1 New: Helo: UNK Operation
May	No Complaints Recorded
June	2 Old: UNK Helo: Late Night ops
July	1 New: UNK Fixed Wing: Low Flying
August	
September	
October	
November	
December	

## Commercial Air Service

### **Summary**

On April 25 staff sent an information report to City Council outlining several next steps to prepare for the prospect of commercial air service. In that meeting, City Council took the unusual step of 1) approving the acceptance of State grant funds to be used toward equipment purchases, and 2) waive airline operating costs for two years. (Neither of these items were requested by staff nor accompanied by a staff report.)

On April 27 staff met onsite with TSA Facilities and Regulatory personnel and Terminal Planning and Architectural consultants. The purpose of the meeting was to assess terminal needs to accommodate TSA equipment and explore any capacity/occupancy constraints to accommodate larger passenger jets (Boeing 737 and Airbus A220 and A320). A Terminal Capacity Study was developed, and an initial draft received on July 5. The study provides substantial findings and a rough order of magnitude of what a terminal renovation/expansion project is likely to cost.

Staff also developed a rough order of magnitude estimate on other costs to accommodate air service, including increased airport staffing, additional City Police and Fire staffing, ground support and vehicle equipment purchases, and outlined potential revenue growth derived from the presence of commercial service.

An updated Information Report will be submitted to City Council in a Policy Agenda Meeting on July 28. Given that Airport operating revenue and contingency funds are inadequate to accommodate the required up-front capital improvement and staffing investments, the staff report will include a **recommendation** from the Airport Advisory Commission on one of the following options:

- Suspend further efforts at this time (maintain current commercial service status)
- Stop the project entirely (revert to GA airport-only status)
- Proceed to a detailed project planning analysis and deliver a report in Q1 2023. (Additional study costs TBD.) The report would include:
  - More precise estimates for capital improvements
  - Potential Funding Strategy
  - Project implementation plan



## **Background**

The prospect of commercial air service to Salem brings both opportunities and risks:

### **Opportunities:**

- Increased tourism to Salem and the Willamette Valley
- Increased potential for economic development in Salem and the Willamette Valley
- Reduction in carbon emissions by alleviating vehicle traffic to/from Portland and Eugene airports
- Convenience and quality of life improvements for Salem residents to fly from their local airport
- Increased opportunity for airport financial self-sufficiency
- Increased opportunity for FAA grant funding for airport infrastructure improvements (airfield, terminal, parking, etc.)

### **Risks:**

- Requires significant investment in infrastructure, staffing and equipment prior to realizing added revenue
- Will increase airport operations and maintenance costs, with no assurance of sufficient off-setting revenue
- Limited airport contingency funds available
- No airline obligation or guarantee of air service sustainability or growth
- Negative economic conditions, including inflation and rising fuel prices
- National pilot shortage
- Potential airline mergers and acquisitions
- Ongoing (or new) public health crises adversely impacting aviation

Investments in facility improvements, ground handling equipment, and staff will be required to accommodate commercial aircraft and to meet additional FAA and TSA federal regulatory requirements in advance of any air carrier activity.

**1. Terminal renovation and/or expansion to accommodate TSA baggage and passenger screening equipment, and to accommodate larger passenger loads.**

The terminal capacity study assessed the terminal's ability to accommodate small regional jet passenger loads (~50-80 passengers) as well as larger aircraft (up to 189 passengers). The existing terminal will require renovations to accommodate regional jet passenger loads and will require renovations *and* expansion to handle large aircraft passenger loads. A rough order of magnitude cost was provided for a terminal renovation project and three terminal expansion options. Upgrades include installing baggage conveyor systems, extending power and data lines, exterior door and window modifications or replacements, security access controls, and similar upgrades to meet minimum TSA requirements. Additionally, existing restroom facilities, gate seating, and baggage claim areas are undersized for aircraft carrying 100+ passengers.

**Estimated Cost/Operational Impact (Renovation only)**

**\$3.9 million.** Estimated design/construction time: ~12 months.

**Estimated Cost/Operational Impact (Renovation and Expansion)**

**\$10-12 million.** Estimated design/construction time: ~12-18 months.

**2. Increased airport staffing**

The airport is currently managed, operated and maintained with 4.5 FTE: one airport manager, one airport operations specialist, two airport maintenance operators, and one .5 FTE staff assistant. This is inadequate for commercial air service. Consultation with both FAA and TSA have made it clear that the Salem Airport would have to hire additional staff. The airport will have to stand up a security staff that mirrors the current operations staff, which will require at least two FTEs, and will require at least two more airport maintenance operators that can

be flexed to support both airport operations and airport security. The .5 FTE staff assistant would be increased to 1.0 FTE.

A new Security Supervisor (or Manager) position would be immediately tasked with developing, implementing, and managing a new airport-wide security program. The previous airport security program is outdated and was approved by TSA only for aircraft with fewer than 60 seats. Airlines currently interested in serving Salem operate aircraft up to 193 passenger seats, which will require a new TSA-approved security program, including all general aviation tenants and others requiring unescorted access to the airport. The new security program must be approved by TSA *prior* to the start of scheduled air service, and new staff will have to be hired and trained *prior* to the start of scheduled air service.

### **Estimated Cost/Operational Impact**

#### **\$530,000 annually**

Minimum estimated time to recruit and train new staff: 4-6 months, assuming successful recruitments. Development and implementation of the new security program: an additional 4-6 months, including required background checks, security threat assessments, and badging for all airport tenants.

### **3. Increased Salem Fire and Police staffing**

The Salem Fire Department currently maintains nine fully trained Aircraft Rescue Firefighters on staff at Fire Station 6 to comply with existing FAA requirements for commercial service airports. Previously, Station 6 suspended community calls to keep personnel in the station during commercial air service operations. That model may not be possible with the increase in community calls. As such, the return of scheduled commercial service flights will require that *at least* two firefighters remain at the station during air carrier operations, irrespective of other calls for service. To ensure that the remaining firefighters are available to respond to calls off the airport, Salem Fire Department proposes to increase its staffing level by one FTE.

During commercial airline operations, the airport security plan will require that Salem Police Department have an officer on site when the TSA security checkpoint is open. Depending on number of flights per day/week that could be anywhere from .25 to .5 to 1.0 FTE. (Cost below assumes .5 FTE.)

**Estimated Cost/Operational Impact**

**\$358,000** (\$208,000 Fire; \$150,000 Police)

**4. Procurement of ground support equipment and an airport security/operations vehicle.**

There is currently no ground support equipment at the Salem Airport. Ground support equipment, which is used to service aircraft upon arrival, will include a passenger boarding ramp, luggage carts and tugs, luggage loading equipment (belt loader), an aircraft pushback tractor, a ground power unit, and similar pieces of equipment.

Additionally, the airport security staff will need a new operations vehicle to conduct daily perimeter inspections, hangar inspections, random badge checks, delivery inspections, airfield escorts and similar security requirements. Most of these requirements are not currently mandated in a general aviation airport status. Existing security measures mandated by TSA general aviation security regulations are conducted by existing airport operations staff.

**Estimated Cost/Operational Impact**

**\$550,000.**

State of Oregon funding of \$540,388 was awarded to the Salem Airport to assist with the purchase of equipment. With judicious procurement efforts, this award may be sufficient to cover all equipment and vehicle needs without having to use City operating funds. Ground support equipment can also be used for other than commercial service activity such as charters, VIP visits, and similar aircraft operations.

**5. Projected revenues.**

Additional revenue would come primarily from already established parking, fuel flowage, landing and car rental fees. There would be new revenue available from ground equipment use fees and additional terminal space rental fees. However, potential carriers will request a two-year waiver on landing fees and terminal space rent, which would delay those revenue sources. Other revenue sources, which are not currently in place, could include terminal advertising fees and ground

transportation fees (hotel shuttles, taxi cabs, Uber, etc.) Advertising and ground transportation programs could be appropriate once commercial service has proven itself to be sustainable.

**Estimated Revenue Increase (Years 1-2)**

**\$80,000-150,000 annually**

**Estimated Revenue Increase (Years 3-5, assuming sustained growth)**

**\$250,000-400,000 annually**