CITY OF PLYMOUTH BOARD OF AVIATION COMMISSIONERS

February 10, 2026

The City of Plymouth Board of Aviation Commissioners met in regular session on February 10, 2026, at 6:30 p.m. in the Council Chambers of the City Building, 124 N. Michigan Street, Plymouth, IN.

President Phil Bockman called the meeting to order for Commissioner Kevin Morrison, who was physically present, and Commissioner Ken Houin, who attended virtually. Commissioners Glenn Daven and Anthony Witt were absent. Also present were Airport Engineer Curtis Brown, Airport Manager Bill Sheley, and City Attorney Jeff Houin. The public could see and hear the meeting through Zoom and streamed live at https://www.youtube.com/@CityofPlymouth.

Commissioners Morrison and Houin moved and seconded to approve the minutes of the regular session meeting of January 13, 2026. The motion passed by roll call vote with all in favor.

Airport Engineer's Report

Airport Engineer Curtis Brown noted that April 15th was the deadline for NPE Final Applications based upon known costs. He stated that we have three FAA projects on the schedule for this year; they were all design only, and they do total a hefty sum just from the estimates from the Capital Improvement Plan (CIP). He stated that because the sum of all the contracts this year was going to be greater than $100,000, there was an administrative process that we had to follow, so at our April board meeting that would be when our contracts would need to be ratified. He stated in March, we're going to need to be presenting them to the board. He stated that for February, one of the steps needed was an Independent Fee Review (IFR), which he planned to explain further in his report. He stated the flow is that he would like to do a draft agreement, an IFR, and based upon those two items we would go through a negotiation process, finalize those agreements, and then present those to the board either in March or most likely in April. He stated he would be pushing the timeline on some of these elements due to this April 15th deadline.

Brown stated another item was the notice of intent to use federal funds, especially the Non-Primary Entitlement (NPE) funds and, coupled with that, the intent to use any Infrastructure Investment and Jobs Act (IIJA) or Bipartisan Infrastructure Law (BIL) funds. He stated they had a letter they had drafted to the FAA that said they are planning to use those funds this upcoming year and to release them for use. He did not believe that we needed action as it was a notice.

Brown updated the board on AIP-027 by stating they were coordinating project closeout with the FAA. He stated that, in the timeframe from project start to today, the FAA had updated some standards and requirements for what they require for closeout for this type of project. He stated that, for once, this worked in your favor, and it meant that we did not have to do aerial imagery and some ground data collection for them to accept closeout. He stated he had an amendment he was proposing tonight that returned $29,155 back to the airport board. He stated that it would be for a reduction in our scope to no longer do things that are no longer required. He stated that even without that return of money, the project was still within the grant amounts, so what would happen with this money was that 95% of it goes back to the FAA, but it goes into your NPE account and would be made available in addition to your $150,000 the following year, so you would have $180,000 to go toward an NPE project with this return.

Sheley asked if the aerial survey would help us in getting the night approach issue finalized and cleaned up or if he believed that we would get it cleaned up without it.

Brown replied that he believed we would get there without it. He believed what happened with the couple pending government shutdowns was that it just got put on the back burner and was not essential, so he would just have to get back on their radar again. He recommended approval of amendment one reducing our contract by $29,155.78 to remove the AGS Imagery and data collection from our contract.

Deputy Clerk-Treasurer Williams asked, with 95% going back to the FAA, if we should be expecting to see a return of 5%.

Brown replied that it'll just be an underrun of that part of that line item in your budget of 2.5%, same as the 2.5% for the State portion of the grant.

Commissioners Morrison and Houin moved and seconded to approve Woolpert Amendment 01 as presented. The motion passed by roll call vote with all in favor.

Brown stated there was no real update on AIP-028.

Brown provided the following update regarding consultant selection expectations:

Airport Master Services Agreement:

To better comply with FAA guidelines and consultant selection expectations, (FAA AC 150/5100-14E) Woolpert has prepare a single Master Services Agreement (MSA) for legal review. Under this MSA, Woolpert will then prepare and submit Task Orders (scope and fee) for the project(s) identified on the 2026 Airport CIP. Projects not included on the CIP will need to be addresses on a case by case basis.

This MSA is valid for up to 5-years. It may be terminated at any time. After the 5-year period the BOAC will need to go through a formal or informal reselection process for the next 5-year's worth of projects. More discussion and Q&A at board meeting.

Morrison stated he was very familiar with Master Services Agreement (MSAs) and Requests for Proposals (RFPs) that end in MSAs and the whole concept of task orders. He asked if the city had any sort of procurement policy. He stated what was described would be necessary to comply with an FAA policy on engagement of engineers.

Brown replied that you could do project by project, but it does have to go through the best qualified per agreement or selection.

City Attorney Houin replied that the city did not have its own procurement policy. He stated that when we are dealing with federal grants, they're typically similar requirements for Request for Qualifications (RFQs), review and scoring process, etc. He stated that we only do that when it's required under the guidance of a general funding source; otherwise, we simply follow Indiana State procurement requirements.

Morrison stated he was unfamiliar with the Indiana State procurement requirements. He stated he was trying to ensure we follow both State and FAA requirements.

City Attorney Houin replied that under State law, because this would be a contract for services, there are no specific bid or qualification requirements. He stated we would follow whatever procedure was deemed appropriate by the governing body.

Morrison stated his second question on this was timeframe. He stated the opening was about following FAA guidelines and whether there was a timeframe for that. He asked if it was circling this April 15th deadline.

Brown replied that we could do, just for this upcoming year, a single agreement like what had been happening, and that would give you a year to go through a solicitation process without a short deadline. He explained that, to satisfy the FAA, they'll ask for an MSA, when it was initiated, and what projects the engineer was selected for. He stated that with an MSA, you could answer all those questions honestly and satisfy their request.

City Attorney Houin asked if Woolpert would be allowed to assist us in preparing the RFQ.

Brown replied that he was not and if he did, he would disqualify himself from participating. He explained that he could provide examples from other clients, but that was about as far as we could go. He stated that, to be truly independent, he would advise reaching out to INDOT Aviation and asking them for a sample RFQ, and they could provide you with a template.

Commissioner Houin asked if there was a minimum number of requests that we had to send out.

Brown replied that the minimum number that you needed to send out was three, but if you only receive one proposal back, then you are fine.

Commissioner Houin asked where the suggested place was to get names or locations to send to.

Brown replied that INDOT Aviation could provide a list of recommended people to reach out to who provide consulting in the State. He stated this request was not being policed or asked for currently, but just in good faith, he knew what the rules were, so he was attempting to educate and advise.

Morrison commended him as it was rare for the incumbent to advise them to go through an RFP/RFQ process. He believed it was always good to comply, but with the short timeframe between now and April 15th, it may be difficult to go through the full process.

Brown stated if they choose not to do either a multi-year MSA or single year MSA, then we could go back to a standalone contract by contract for the 2026 projects, and he could present that next month.

Commissioner Houin asked if we had a current contract with Woolpert for the time frame.

Brown replied that they had project by project contracts with Woolpert. He stated that we did not even have a one-year MSA.

Bockman deferred the decision to the City Attorney's guidance.

City Attorney Houin read aloud the board action item as seen below:

BOARD ACTION:

- Authorize Board President, and possibly Airport Manager, to execute MSA after legal review and satisfactory resolution of any comments

He suggested that it was dependent upon their comfort level. He stated if you as a board wanted to authorize Bockman to sign it after he had reviewed it and talked to Sheley about it, they could do that. He stated if they wanted to wait until next month, that would still be ahead of the April 15th deadline.

Brown stated in March we had to act, so all he did ask was if it was not going to be an MSA, to let him know so he could prepare specific contracts for 2026 work so he could get that in line.

Morrison advised us to give ourselves a minimum of a month to look through things and ask any questions that need to be asked, with an eye to us taking some sort of definitive action at our March meeting. He stated he liked the idea of a single year MSA just to get something on the books, so we've got something if a question was asked during an FAA review. He stated that way it would give us a month to get our thoughts together. The board agreed.

Brown provided the following update for 2026 Task Orders:

2026 Task Orders:

There are three anticipated task orders for 2026.

- AIP-029-2026 AIP (NPE) – *Rehabilitation of Taxiway A from A1 to Terminal Apron*
- AIP-030-2026 AIP (SA) – *Improve Airport Drainage Study*
- AIP-031-2026 AIP (NPE) – *Wildlife Hazard Site Visit and Report*

Proposals based on Woolpert providing Grant Support services such as preparation of DBE goals and program, CIP updates, State and Federal Grant applications and coordination, preparation of reimbursements, and attendance at board meetings to report on project status. Also to perform geotechnical and topographic surveys, design and preparation of bidding documents (plans, project manual, estimates, and design report).

Because the sum of proposed fees for all task orders in 2026 are anticipated to exceed $100,000 and will be paid with FAA funding, the fees must be independently reviewed for reasonableness by a third party. 2026 CIP shows and anticipated value of $230,000 for all task orders.

We recommend, due to schedule and deadlines, the BOAC authorize Airport Manager to solicit quotes and select a review firm, review findings of the IFE, and negotiate with Woolpert to resolve any discrepancies. Woolpert has also provided an IFE "packet" for the selected firm and can provide recommendations for firms that have performed these in the past. Anticipated cost of the IFE between $5,000 and $7,000 and is reimbursable under the FAA grant.

Grant Application based on final, negotiated, executed contract due to FAA on April 15; therefore,
IFE to be initiated in February,
finalized in March,
and contract negotiations and approval by BOAC in April. (April 14)

Woolpert to prepare grant application, based on final contract in early April for submission prior to the April 15 deadline.

BOARD ACTION:

- Authorize Airport Manager to solicit quotes and authorize work for Independent Fee Review and to negotiate with Woolpert to resolve any discrepancies.

Commissioner Houin asked if we needed this independent review from only one entity.

Brown replied that you could just pick one and they could do all three task orders.

Morrison asked if the $5000-$7000 cost was to reimburse another firm for their time to review the contracts.

Brown replied in agreement but said that the firm would have to give you their fee for doing the independent fee review, as he was just trying to set a budget expectation based on years past. He said that would be an upfront cost before you get the grant, but you would be reimbursed later for it.

Commissioners Morrison and Houin moved and seconded to authorize the Airport Manager or BOAC President to solicit quotes and authorize work for an Independent Fee Review for CIP items 029, 030, and 031. The motion passed by roll call vote with all in favor.

Brown provided the following update for AIP-029:

AIP-029-2026 AIP (NPE) – *Rehabilitation of Taxiway A from A1 to Terminal Apron*

Scope and Fee prepared and being discussed with Airport Manager later this week.

By February 13, DRAFT Task Order 01 to be delivered to Manager, along with IFE "Packet" (Scope and Blank Fee Worksheet) for review and start of Independent Fee Review (IFE) process.

Woolpert has also prepared and submitted an FAA Part 743 review (FAA authority to review) and received the determination from FAA. (FAA must review)

Woolpert has also prepared a Documented (short form) Categorical Exclusion evaluation for FAA. Signatures required so we can submit. FAA normally takes 60-90 days to issue a determination on the NEPA CatEx. With April deadlines, we need to submit this as soon as possible.

Woolpert has also prepared a Notice of Intent to use FAA NPE funds in 2026. This letter is simply a notice and not binding. This letter to be submitted to FAA by the end of the Month.

BOARD ACTION:

- Authorize BOAC President and/or Airport Manager to review and sign CATEX form. Return to Woolpert for submission to FAA.
- Authorize BOAC President and/or Airport Manager to review and sign Notice of Intent to utilize NPE funding. Return to Woolpert for submission to FAA.

Commissioners Morrison and Houin moved and seconded to authorize the Airport Manager or BOAC President to review and sign the CATEX form and Notice of Intent to utilize NPE funding under AIP-029. The motion passed by roll call vote with all in favor.

Brown provided the following updates for local projects:

Local Project Updates:

Alpha Flight C65 Campus Master Planning and Design – Woolpert proposal for Airport Planning Services for development of a campus layout, airspace coordination, and conceptual plans for three layout options for Alpha Flight.

After January 30, 2026 meeting, Woolpert was requested to provide technical consulting and planning support services and to attend monthly meetings for the next 18-months. Woolpert after discussion with Airport Manager, agrees that technical consulting will be needed but recommended reduction in meetings and attendance virtually for several of them.

Woolpert is in process of preparing contract amendment for this adjustment in scope of services and will present to Airport Manger in the coming week.

BOARD ACTION:

- Authorization for Airport Manager to review and negotiate additional consulting services.
- Authorization for BOAC President and/or Airport Manager to execute amendment for additional services once scope and fee satisfactorily negotiated.

City Attorney Houin went into more detail on the Alpha Flight C65 Campus and Master Planning and Design. It emphasized that Woolpert's involvement was primarily focused on the airport property, while enFocus was looking more at the larger region surrounding the airport to concentrate their efforts. They stated that this effort could not be completed with Woolpert's expertise, as anything that happened on the airport property or was related to the airport development needed to be done in compliance with FAA requirements.

Morrison highlighted that it was not just the physical property of the airport but the airspace that surrounds it. He stated that it could be problematic if we were not proactive about it.

Bockman stated we needed Woolpert for the foundational work to get the best value.

Brown stated that enFocus could ask him 900 questions and he would be willing to help, but he would only take directions from Sheley. He stated that was his written in check and balance, as Woolpert was here as a representative and technical support to the airport.

Sheley stated that he was used to using Woolpert to an end that was usually an FAA grant. He stated they do a lot for us, but now we are talking about a project that was not an FAA grant. He stated that another consulting company could easily ask for a lot of things from them that triple their fee, with no FAA grant at the end of it, and that was where he was struggling. He stated that Brown has had the same reservations that he had about how big the bill could get. He stated the Mayor had put his mind at ease by elaborating that it was not just the airport but rather a whole plan for the city. He stated it was fortunate that he had money available for this, and we were working together closely to ensure that we keep this within reason.

Commissioners Morrison and Bockman moved and seconded to authorize the Airport Manager to review and negotiate an additional consulting services agreement. The motion passed by roll call vote with all in favor.

Commissioners Morrison and Houin moved and seconded to authorize the Airport Manager or BOAC President to execute an amendment for additional services once scope and fee are negotiated. The motion passed by roll call vote with all in favor.

Airport Manager's Report

Subject: February 2026 BOAC Meeting

1. *Lumber Sale contracts are signed with deposit, may start cutting in March. Full payment before starting.*
2. *Plow on Gator, big help for tighter areas around buildings.*
3. *Continued airport development strategy meetings, nothing major to report at this time.*
4. *Runway & Ground Inspection Report: Attached*

Regards, Bill Sheley

Sheley stated that, for the lumber sale, they had until 2027 to complete the work. He stated they also added an addendum to the contract that they are going to give him a number for the value of timber they would be splitting with ITAMCO. He stated that, with the numbers provided so far, he expected that they would be splitting $10,000-$15,000 with ITAMCO.

Other Business

Sheley stated that Steve Hupka sold his airplane and he was getting the hangar cleaned out. He stated he would like to raise the rent on that hangar before we rent it out to someone new. He stated our normal rent was $115/month, but this hangar had walls to the ceiling, was partially insulated, fully finished off on the inside, and was a very nice hangar. He believed they could easily get $200/month for this, if not more. He stated he wouldn't flinch at the idea of charging $225, and he would like to come up with a fee tonight so we could get that process started.

Bockman stated he was a higher the better person because he thought it was all cheap.

Morrison asked if they would set any precedent by renting this hangar for a different price.

Sheley replied that it was a completely different hangar, as the rest of them only have walls 8 feet high and are open to the rest of the building. He stated these were walls all the way to the ceiling. He stated someone did it back when the former Airport Manager was there, but during Covid, Hupka was off work, so he insulated a big portion of it and finished it off on the inside. He stated it was nowhere close to an apples-to-apples comparison.

Brown stated that $225 was a very reasonable and median number for this area and market. He stated that near Indianapolis or near Louisville, they're going to push closer to $400 due to the high demand. He stated this whole area was within the low to mid 200-dollar range unless they have additional amenities.

Sheley stated that Hupka had painted the floors, painted the inside of the doors, and he was considering spray foaming the ceiling to finish the hangar off. He suggested $225.

Commissioners Houin and Morrison moved and seconded to set the rate of Hangar C-4 to $225. The motion passed by roll call vote with all in favor.

Sheley stated that it would go into effect as soon as we could get it through City Council. He stated he would look at April 1st for when it gets in place.

Acceptance of Correspondence

- Runway and Grounds Inspection Report
- January 2026 Financial Reports

Commissioners Morrison and Houin moved and seconded to accept the correspondence as presented. The motion passed by roll call vote with all in favor.

There being no other business to come before the board, Commissioners Morrison and Houin moved and seconded to adjourn the meeting. The motion carried, and the meeting was declared adjourned at 7:41 p.m.

/s/ Kyle Williams
Recording Secretary