CITY OF PLYMOUTH BOARD OF AVIATION COMMISSIONERS

April 14, 2026

The City of Plymouth Board of Aviation Commissioners met in regular session on April 14, 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 Glenn Daven, Ken Houin, Kevin Morrison, and Anthony Witt, who were physically present. Also physically 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 Houin and Daven moved and seconded to approve the minutes of the regular session meeting of March 10, 2026. The motion carried.

Airport Engineer's Report

Airport Engineer Curtis Brown stated that, with the April 15th NPE Final Application deadline approaching, he had several grant applications that he needed to discuss with them that night. He stated that three projects were identified, but the FAA had asked us to combine two of these projects into one grant application so he would only have two grant applications he would be presenting that night.

Brown provided the following update regarding AIP-027:

AIP 027-2022 (2024) AIP

Extend Parallel Taxiway Paving and Lighting – Construction

Woolpert coordinating final cleanup and punch list work with each of the contractors. Work to be completed in April / May.

DIV A – PAVING (Milestone):

- Final paving and marking completed. Shoulder grading completed.
- Substantially complete, September 11, 2025.
- Punch List being evaluated and to be addressed before end of April
  - Sealing the two areas where pavement was ground to alleviate water spots
  - Touch up any grading deterioration over winter
- Retainage Request submitted and recommended for approval by Engineer.
  - Final Pay Application (punch list) pending
  - $69,069.90 Contract Value Remaining

DIV B – ELECTRICAL (Michiana):

- All edge lights, guidance signs, and incidental work completed.
- Substantially complete, October 30, 2025
- Punch List being evaluated and to be addressed before end of April.. Some trouble connecting with Michiana, but outreach continuing.
  - Sign relocation
  - Final seeding and Mulching (if not completed by Milestone)
- Retainage Request submitted and recommended for approval by Engineer.
  - Final Pay Application (punch list) pending
  - $29,513.04 Contract Value Remaining
  - Potential Deduct Change order (seed/mulch) – pending.

Grant/Funding Summary

Administrative Fees unchanged
Project Engineering and Inspection – Anticipate cost to be equal or less than grant
Division A - $6,780.23 Over Run
Division B - $7,204.00 Under Run
After these pay applications, grant at 97% of total.

BOARD ACTION:

- Approval of FAA RFR-10 and authorization to Submit to FAA and INDOT for reimbursement.
  - Woolpert invoice PTIN0052388 for $11,568.07.
    - $578.40 Local share

Commissioners Houin and Witt moved and seconded to approve RFR 10 and authorized Woolpert to submit to the FAA and INDOT for reimbursement. The motion carried.

Brown stated he only had one signature on this RFR because the state has now moved to a BlackCat Accounting System, and they do their state request for reimbursement via DocuSign. He let Bockman know that he would be receiving an email, as they do not accept hard copies anymore, and it would be that way going forward.

There was no new update on AIP-028 as the tractor was still at the local dealer.

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*

On February 11, Woolpert provided DRAFT 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.

Airport Manager has started the IFE process and results pending, at the time of this report.

BOARD ACTION:

- Authorize Airport Manager to negotiate final agreements, in accordance with FAA guidelines
- Authorize Board President and/or Airport Manager to sign final agreements once finalized.
- Authorize Airport Manager to sign FAA Grant applications for three projects listed above.
- Authorize Woolpert to submit grant applications to FAA and INDOT on behalf of the BOAC.

Brown provided the following record of negotiations regarding the IFE and provided additional details regarding the negotiation process:

The Airport Manager hired an independent firm to develop a estimate based on the same scope of work utilized and developed by Woolpert. The independent fee estimate (IFE) was initiated on March 4, 2026 and was completed on April 7, 2026. A detailed cost analysis comparing the detailed independent estimate with the consultant's fee proposal was done on April 8, 2026 and negotiation objectives were established.

The Airport Manager called Woolpert's Project Manager to discuss the fee proposal and the differences therein. Key items of discussion were:

- The IFE billing/overhead rates were significantly lower than those of the consultant. Consultant provided a detailed statement of overhead expenses for the previous year to verify their rates.
- The man hours required for design by the IFE were determined to be insufficient for the actual scope of work needed. The IFE estimated creation of 20 plan sheets while the consultant estimated 29 plan sheets would be needed. After discussion about what information was needed to be conveyed to future contractors, the Airport Manager concurred that 29 plan sheets would be reasonable and needed. The IFE hours necessary for creation of contract drawings was pro-rated to be 29/20^{ths} or an additional 14 hours of Engineer III, 29 hours of Designer III, and 15 hours of EIT I time.
- Subconsultant services were competitively selected by the consultant. Actual subconsultant costs for material testing services were higher than estimated by the IFE, but determined to be reasonable for the scope of work.

After reviewing the discrepancies, the Airport Manager determined that the unadjusted effort estimated by the IFE was 4% higher than the consultants proposal and the costs were 15% lower than the consultant's proposal. After adjusting the overhead rates in the IFE to reflect the actual OH rates of the consultant and the level of effort to create 29 plan sheets instead of 20 sheets, the IFE determination was 12% higher than the consultant's proposal with less than 1% difference in the estimated level of effort. Therefore, the consultant did not need to revise the proposal and the original proposal was accepted. The consultant's proposal and the evaluation is summarized in Attachment A to this letter.

The Airport Manager met with Woolpert's Project Manager via video conference on April 13, 2026 to discuss the proposal and the IFE evaluation. The final fee proposal is considered reasonable by the Sponsor. A contract has been prepared for the agreement between the Sponsor and consultant. The scope of work, draft contract, Sponsor's independent cost estimate, consultant's fee proposal with detailed cost analysis are attached to this record of negotiation and hereby submitted to the ADO for a reasonableness of cost determination.

The negotiations were conducted in good faith to ensure the fees are fair and reasonable. The procedures outlined in AC 150/5100-14 have been followed.

Respectfully,



Phil Bockman, President
Plymouth Board of Aviation Commissioners

Sheley asked if what he paid to Hansen Engineering for these IFE was not reimbursable.

Brown replied that was not correct, as it was reimbursable under the grant. He stated that if he was provided with a copy of their invoices, it was part of an administrative expense. He explained it was the same as newspaper advertisements, state audits, or other things.

Morrison stated that when he heard the term negotiated, he thought of negotiating fees. He stated that if he understood what was said, we had these IFEs done, and they came in lower than the proposal. He stated they looked at it and the difference was that engineering firms have lower overhead rates based on a per-hour basis. Brown agreed.

Sheley added that Hansen also didn't do a complete scope of work.

Morrison asked if that was the nine-page difference. Brown agreed. Morrison asked if the resolution of this was to say that we apply Woolpert's overhead rates to their estimates and then we all come in with the same numbers.

Brown replied in agreement that the negotiation was to identify why the scope was different to ensure that the FAA was getting a fair and reasonable price for the scope of work that everybody agreed to.

Morrison asked if that was how this process normally goes. He stated this was an exercise that's intended to prove out the Woolpert fee estimate was not egregiously different from normal market rates. Brown agreed.

Houin commented that it sounded like if Woolpert lowered their rates, there would be no issue.

Sheley commented that it sounded more like a reconciliation than a negotiation.

Brown stated that would be the better way to frame it, but we are using FAA terminology.

Bockman stated that, with it being 33% higher, he didn't understand what that meant. He asked, what if it was 60% higher, would we still say it was good?

Brown replied we could justify it by providing the audited overhead. He stated that it backs up that we were charging a fair and reasonable price for what it costs for our firms to do business. He stated it was just like surgeons or other you go for qualifications, not the cheapest heart surgeon around. He stated if we can back up our fee structure, the FAA accepts that.

Witt asked if this had to go to the FAA or only if they came back and said this was not reasonable.

Brown replied that we provide this to the FAA as part of the grant application, and they also sign off that, with their concurrence, it's a fair and responsible price. He stated that if it comes back off, then we would go through this negotiation process again. He explained that it wouldn't be overhead rates but instead more scope related.

Morrison asked if the audited overhead rates were a calculation of a fully costed out overhead rate for these various employee classifications, and then an independent firm audits the inputs into that, and there was evidence that supports those inputs that they're not just made-up numbers.

Brown agreed and said he provided the eight-page summary to Sheley of that audit report. He stated it runs through what our bad debt, wages, insurance, benefits, etc. are to back up our overhead rates.

Witt asked for a clarification on the motion.

Brown replied that he needed a motion to accept the Master Services Agreement (MSA) and he would lump in the three task orders and he could get those dollar values.

Morrison stated that we had the MSA at the last meeting and asked the City Attorney if he had any concerns with the terms.

City Attorney Houin replied that he reviewed it and Woolpert used standard language in their agreements, so nothing concerned him. He stated that the discussion was whether we want to do a long-term MSA or just one year.

Brown added that it was the same legal language that we had provided in previous years, as we hadn't updated our terms and conditions. He wished to provide the numbers for the task orders before any motion was made. He listed the numbers for the three task orders as follows:

- AIP-029-2026 – Rehabilitation of Taxiway A from A1 to Terminal Apron
  - $173,542
- AIP-030-2026 – Improve Airport Drainage Study
  - $63,239
- AIP-031-2026 – Wildlife Hazard Site Visit and Report
  - $28,650

Commissioners Witt and Morrison moved and seconded to approve the MSA and the three associated task orders. The motion carried.

Brown asked for the board's authorization to submit two grant applications to the FAA. He stated the first application was in the amount of $91,889, and it lumped the airport drainage study and wildlife hazard site visit together. He stated these would be using the Non-Primary Entitlement (NPE) funds.

Commissioners Daven and Morrison moved and seconded to approve the grant application as presented. The motion carried.

Brown stated the second grant application used Infrastructure & Job Acts (IIJA) funding in the amount of $181,542, and this was for the design and environmental review of the Taxiway A rehabilitation.

Commissioners Daven and Houin moved and seconded to approve the grant application as presented. The motion carried.

Brown provided an update on the Alpha Flight C65 Campus Master Planning and Design and presented the following board action:

BOARD ACTION:

- Approval of contract amendment to Woolpert for $65,655 for 6 months of in-person meeting attendance for planning and consulting, as well as office time for support staff for preparation of exhibits and research.

Brown highlighted that this was not a lump sum amount but instead would just be what was used and set a guaranteed max. He stated that we fully expect to come in underneath that at the rate things are going. He deferred the approval of that amendment to Sheley as part of the Airport Manager's report.

Airport Manager's Report
Subject: April 2026 BOAC Meeting

1. *Woolpert consulting contract-finalize.*
2. *Done logging.*
3. *New Tractor is in, being painted.*
4. *Motor on C-2 and C-3 hangars replaced. Ordered extra for next hangar.*
5. *Started mowing.*
6. *Power floor scrubber offered as gift from Hangar 38 in Elkhart, needs batteries.*
7. *Runway & Ground Inspection Report: Attached*

Regards, Bill Sheley

Sheley stated that for Woolpert's amendment to the MSA, we have already secured funds through the city council for payment to Woolpert.

Daven stated there was a lot of vagueness when talking about Alpha Flight and the requirements, with nothing very specific. He stated it has been taken in good faith that there's a reason we do that, but when you say Alpha Flight's requirements, could that be elaborated on?

Sheley replied they had committed four new aircraft, so we need space for that. He stated they're also in plans of adding aviation maintenance to the Career and Technical Education (CTE) program. He stated that once that picks up in a year and a half, we won't have room for it. He stated this would be adding hangar space for a maintenance hangar, classroom space, and additional hangar space for the additional aircraft.

Daven asked if this would be on existing property or property we would be purchasing.

Sheley stated this would be on property we would potentially be purchasing and/or property he was clearing up at the other end. He stated this also included master planning around the airport and other items, not just Alpha Flight. He stated this included the potential of other businesses at the airport. He stated that Alpha Flight was a driver of it, but not completely.

Daven stated that looking at the purchase of the building on the northwest corner of the airport, he did not see how that benefitted the airport considering that DC Garage Door was there. He asked what that facility would be used for or if it would be torn down to build something that's usable in its place. He stated that with DC Garage Door there, you can't expand the ramp.

Sheley stated that they had plans drawn showing the ramp expanded with them there, but that was moving the road. He stated that it had changed, as the last plans he saw depicted the building being torn down and adding new buildings along the road with a ramp behind it.

Daven explained that building a new road and tearing down the building was a huge expense. He questioned the purpose of moving the road when you have property unless that property was already accounted for. Sheley asked for clarification on said property. Daven replied with the property east of the hangars where all the trees were being torn down.

Sheley stated the trees were all down at the east end of our property, and we're not near the FBO, fuel farm, etc., so you've got the logistics of being quite a way from all of those.

There was more discussion regarding road relocation and the economics of it that have been discussed before already. More discussion was brought up regarding the DC Garage Door building.

Commissioners Witt and Daven moved and seconded to approve the amendment to the MSA as presented. The motion carried.

Sheley asked for approval from the board to accept the power floor scrubber offered as a gift from Hangar 38 in Elkhart, as it was free.

Commissioners Morrison and Witt moved and seconded to approve the gift as presented. The motion carried.

Other Business

Sheley listed:

- NIPSCO reached out to City Engineer about power line replacements. Starting around June. Plans noted to contact airport administration before starting work. Could be power along the north side of the airport for future use of development at the airport.
- Summer help starts May 4th.
- When a hangar became available, he usually has two people calling for one. Two hangars currently being used have had airplanes that have been out of operation for six years. One of them additionally has two cars along with the aircraft. He stated a third hangar has also had an aircraft that has been there for 12 to 13 years with no wings and no motor. Discussion was held on how to address concerns, but he would like something by the end of the year. FAA expects us to charge more if the use was primarily storage.
- Flying club discussed.
- Graduating from college on May 5th and going down on April 29th for an award ceremony as the most outstanding aviation student.

Acceptance of Correspondence

- Runway and Grounds Inspection Report
- March 2026 Financial Reports

Commissioners Morrison and Daven 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 Witt moved and seconded to adjourn the meeting. The motion carried, and the meeting was declared adjourned at 7:36 p.m.

/s/ Kyle Williams
Recording Secretary