

ALASKA STATE LEGISLATURE
SENATE TRANSPORTATION STANDING COMMITTEE

February 9, 2023

1:31 p.m.

MEMBERS PRESENT

Senator James Kaufman, Chair
Senator David Wilson, Vice Chair
Senator Löki Tobin
Senator Jesse Kiehl
Senator Robert Myers

MEMBERS ABSENT

All members present

COMMITTEE CALENDAR

OVERVIEW: DEPARTMENT OF TRANSPORTATION AND PUBLIC FACILITIES
(DOTPF) DIVISION OF FACILITIES SERVICES

- HEARD

OVERVIEW: DEPARTMENT OF TRANSPORTATION AND PUBLIC FACILITIES
(DOTPF) DIVISION AVIATION

- HEARD

PREVIOUS COMMITTEE ACTION

No previous action to record

WITNESS REGISTER

JASON SAKALASKAS, Director
Division of Facilities Services
Department of Transportation and Public Facilities (DOTPF)
Fairbanks, Alaska

POSITION STATEMENT: Provided an overview for the Division of
Facilities Services

CHRISTOPHER HODGIN, PE
Division of Statewide Public Facilities
Department of Transportation and Public Facilities (DOTPF)
Anchorage, Alaska

POSITION STATEMENT: Responded to question about the Division of Facilities Services overview

JOHN BINDER, Deputy Commissioner
Department of Transportation and Public Facilities (DOTPF)
Juneau, Alaska

POSITION STATEMENT: Provided an overview of the Division of Aviation

ACTION NARRATIVE

[1:31:13 PM](#)

CHAIR JAMES KAUFMAN called the Senate Transportation Standing Committee meeting to order at 1:31 p.m. Present at the call to order were Senators Wilson, Tobin, Kiehl, Myers and Chair Kaufman.

**OVERVIEW: DEPARTMENT OF TRANSPORTATION AND PUBLIC FACILITIES
(DOTPF) DIVISION OF FACILITIES SERVICES**

[1:32:36 PM](#)

CHAIR KAUFMAN announced the consideration of an overview on facility services from the Department of Transportation and Public Facilities (DOTPF).

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JASON SAKALASKAS, Director, Division of Facilities Services, Department of Transportation and Public Facilities (DOTPF), Fairbanks, Alaska, presented an overview of the Division of Facilities Services.

MR. SAKALASKAS began with slide 2: Division of Facilities Services.

Mission: Division of Facilities Services delivers, improves, and maintains safe and reliable facilities across Alaska.

Vision Division of Facilities Services strives to be the premier facilities service provider for Alaskans. We achieve shared goals through strategic collaboration, planning, and continuous improvement. We leverage experience, technology, and industry best practices to optimize our facilities and make evidence-based decisions.

Core Values Integrity: Doing the right thing, even when no one is watching. Doing what we say we are going to do Excellence: Commitment to continuous improvement, innovation, and quality Respect: Unconditional positive and professional regard for team members: customers, stakeholders and coworkers Service: Diligently fulfill the needs of our customers to prepare for Alaska's future Safety: Provide safe facilities and promote a safety culture

MR. SAKALASKAS continued with slide 3: Facilities Initiative.

Division of Facilities Services (DFS) is a shared services initiative intended to deliver a holistic approach to facility construction and design services, facility maintenance, and leasing services across the State of Alaska.

With a united purpose, DFS utilizes its knowledge, resources, and expertise to maximize efficiency and improve public facilities across Alaska.

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MR. SAKALASKAS continued with slide 4: Where we are now. Resources are in the "hubs" of Fairbanks, Anchorage and Juneau. He pointed to satellite rural locations. The slide detailed Position Control Numbers (PCN) for maintenance and operations forces, statewide public facilities, administrative and leasing groups.

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MR. SAKALASKAS moved to slide 5: DFS Functional Areas. He highlighted the department's four functional areas.

**Statewide
Public Facilities**

- Personnel in
Fairbanks,
Anchorage, Juneau

**Maintenance &
Operations**

- Major Hubs:
Fairbanks,
Anchorage, Juneau
- Personnel around the State

Administration

- Personnel in Fairbanks, Anchorage, Juneau

Leasing

- Personnel in Anchorage

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MR. SAKALASKAS continued with slide 6: Our Team and Function.

Facilities Services (Component)

Statewide Public Facilities (SWPF)

- Registered Professional Architects, Civil, and Mechanical Engineers
- PMI Project Management Professionals (PMP)
- Certified Energy Management Professionals (CEM)
- Construction Contracting Officer

MR. SAKALASKAS moved to slide 7, "Statewide Public Facilities."

The State's vertical design and construction authority for new facilities, deferred maintenance and energy efficiency retrofit projects

- Facilities projects include multiple Federal and State funded programs supporting airports, transit, roads, executive branch departments and more
- Total Capital & Deferred Maintenance Projects: 170+
- Total Budget of Projects: \$390M+

DOT&PF Statutes on Public Facilities

- AS 35 - Planning, design, construction and maintenance of public facilities
- AS 36 - Procurement and control over the construction of all state public infrastructure - transportation, roads, bridges and facilities
- AS 44 - Planning, design, construction and maintenance

- AS 44.42 - State of Alaska Energy Efficiency Program - energy efficiency retrofits of public buildings

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MR. SAKALASKAS continued with slide 8: Statewide Public Facilities.

Project Delivery: Planning, Design & Construction
Capital Improvement Projects (CIP) & Deferred
Maintenance

- From small scale roof replacements to large multi-year projects as the State Library Archives and Museum and MEHS Aquatic Center.

Project Management Best Practices

- Project Charters, Earned Value Management, Scope, Risk and Stakeholder Management

Expertise in multiple project delivery methods

- Professional Services Term Agreements - HazMat, A/E
- Design - Bid - Build / Design - Build / Best Value
- Construction Manager General Contractor
- Job Order Construction Contracting
- Energy Savings Performance Contracting

Recent Major Projects

- DEED Aquatic Center, DPS Crime Lab, DEED Statewide Museum, ANC Jet Bridge

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MR. SAKALASKAS continued with slide 9: Energy Program. He calculated \$4.2 million in annual savings with the division's energy program. He reported approximately \$40 million in state project savings. The cost savings provide tremendous benefit to the state.

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MR. SAKALASKAS moved to slide 10: Our Team and Capabilities.

**Facilities Services (Component)
Maintenance & Operations (M&O)**

- Maintenance professionals spanning all building trade disciplines - carpentry, plumbing, electrical, HVAC, building automation
- Services include Preventative Maintenance, Emergency Repair, Complex system replacement
- State Facility Asset Management, Protection, and Deferred Maintenance Identification/Implementation

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MR. SAKALASKAS continued with slide 11: Maintenance and Operations.

The statewide, programmatic approach for delivering facilities maintenance and assessing facility needs.

Over 1,900 State owned facilities amongst all departments

731 DOT&PF Owned Facilities

Currently 835 Facilities maintained by DFS

10+:1 Facility to technician (Filled PCN) ratio

Responsible care for DOT&PF, PBF, and portions of DEED, DOH, DOL&WD, DPS, DNR, and Alaska Courts facilities

Current M&O Focus:

- Maintenance & repairs to support Service-Level Agreement (SLA) partners mission
- Balancing maintenance responsibilities and deliverables while staying within budgetary parameters
- Deploying strategies to efficiently overcome geographical challenges to meet the needs of State of Alaska facilities
- Developing a comprehensive Facility Condition/Needs deployment strategy

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MR. SAKALASKAS moved to slide 12: Our Team and Capabilities.

Facilities Services (Component)

Administration

- Business support functions
- Budgeting, spend analysis, accounting team liaison
- Costs are tracked at the building level

Leasing (Component)

Leasing Team

- Leasing Contracting Officers
- Process and manage statewide leases for Executive Branch agencies
- Process and manage occupancy agreements for tenants in State owned buildings
- Contains leasing indirect budget authority

Leases

- Contains the Interagency Receipt Authority to process payments for statewide leases

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MR. SAKALASKAS continued with slide 13: Leasing.

LEASING PROGRAM

- Division of Facility Services leasing program is responsible for evaluating, negotiating, procuring, managing, and administering leases and contracts for space from the private sector and State property owners on behalf of the Executive Branch
- Negotiate lease terms and consolidate private leased space into state-owned facilities when economies can be realized
- Provide oversight and management of lease terms and conditions to ensure compliance
- Urgently address and remedy tenant concerns and hold private lessors accountable for all cure issues relevant to the lease

LEASING OTHER DUTIES

- Occupancy Agreement Management
- Construction Delegations
- Provide Office Closure Recommendation

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MR. SAKALASKAS moved to slide 14: Key Summaries.

Design & Construction:

- Full-service project management, program planning, and management of design and construction
- Facility renewals, preservation, renovations, and new construction
- Federal, state, airport, deferred maintenance, and capital improvements
- Energy efficiency program for state public facilities Programmatic Maintenance and Care:
- Juneau, Anchorage, and Fairbanks maintenance hubs to serve rural and urban locations
- Broad, all-encompassing services to maximize building and equipment life to ensure facilities perform as intended.
- Preventative maintenance, reactive maintenance, emergency responses, property management, repairs, sustainable practices and more
- Evaluating state facility conditions and projecting needs Leasing & Space:
- Administering leases and contracts for space from the private sector and State property owners on behalf of the Executive Branch

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MR. SAKALASKAS referred to slide 15: Computerized Maintenance Management System (CMMS).

Facilities Management Software

Saves time and money by managing buildings, assets and occupancy more efficiently and effectively

Asset Management

A complete asset inventory gives our organization greater visibility into utilization and maintenance costs, helping maximize the useful life of assets

Real Estate & Lease Management

Manage entire portfolio of properties and leases from the owner or tenant perspective

Capital Improvement

Provides Assessment/Needs Analysis (Capital Planning)
and Capital Project Management

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MR. SAKALASKAS continued with slide 16: SFS FY23 Budget Authority. The slide detailed the facilities services and the leasing components.

MR. SAKALASKAS moved to slide 17: DFS Appropriation Authority. He mentioned various components including the facilities services general fund, Interagency Committee of Aviation Policy (ICAP), interagency receipts, public building fund, program receipts and lease agreement interagency receipts.

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MR. SAKALASKAS detailed slide 18: Challenges.

Divisional

- Recruitment and Retention - Highest Vacancy Rates in SWPF at 26% and 19% M&O.
- DM Backlog Statewide - \$703,493.1K (excluding University)

Maintenance and Operations

- Statewide Personnel and Material Transportation Coordination
- Maintaining Optimal Service Level With Drastic Commodity/Service/Utility Cost Increases
- Aging infrastructure (35+ years avg) requiring increased repair/replacement with Operating resources

Statewide Public Facilities

- Volatility of construction economy, and material pricing impacting project costs
- Constrained resources on available professional Architectural/Engineering professional services and Contractors

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MR. SAKALASKAS continued with slide 18. He mentioned service agreements with utility cost increases. Utility costs incur 30-50 percent of the active budget; fluctuations affect the ability to deliver services. He noted that the aging infrastructure adds to the deferred maintenance backlog.

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MR. SAKALASKAS moved to slide 19: Backlog \$703,493.1 (excluding University). The graph details the various agency backlog. The data breaks down the number of buildings.

MR. SAKALASKAS slide 20: Relationships and Goals.

RELATIONSHIPS

- State Facilities Council
 - Organization and Facilitation
 - Leveraging knowledge across all department.
 - Understanding statewide issues across all departments
 - Facilities Maintenance, Management, and project delivery topics
 - Common dissemination of information
- OMB
 - Support on varied facilities topics
 - Deferred Maintenance Prioritizations
 - Divestment Initiative

STRATEGIC PLANNING GOALS

- Striving for continuous improvement
- Highlight Goals:
 - Increasing continued improvement expertise and growing culture
 - Continued savings in consolidated contracts
 - Increasing realized energy savings
 - Strengthening safety
 - Expanding successful maintenance practices and technology
 - Expanding project delivery tools and facilities planning

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MR. SAKALASKAS reviewed the slides in the appendix referencing state-owned facilities by agency.

CHAIR KAUFMAN asked about the challenges related to material costs and staffing availability. He asked about other areas of concern.

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MR. SAKALASKAS stated that the department could overcome other challenges if the material and staffing issues were solved.

CHAIR KAUFMAN asked about deferred projects and mitigating inflation.

MR. SAKALASKAS replied that projects are selected strategically because of the effects of inflation.

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CHAIR KAUFMAN asked about deferred maintenance and strategic project assessment.

MR. SAKALASKAS responded that the Office of Management and Budget (OMB) provides the department with project needs lists for each agency. He mentioned a committee with a member from each agency that scores projects for criticality. He noted that projects are ranked and scored within the committee and then moved to OMB.

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SENATOR MYERS asked about the division maintaining other agencies' facilities. He wondered about the other agencies maintenance needs.

MR. SAKALASKAS replied that contracts were established with some agencies because of a fostering of resources and relationships.

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SENATOR MYERS asked if the university performed its own maintenance.

MR. SAKALASKAS replied yes, the university was responsible for its maintenance. The university also has a deferred maintenance backlog.

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SENATOR TOBIN asked about the energy retrofit program. She wondered about a recent court case and the tenuous contracting. She requested an update.

[2:05:05 PM](#)

CHRISTOPHER HODGIN, Professional Engineer (PE), Division of Statewide Public Facilities, Department of Transportation and Public Facilities (DOTPF), Anchorage, Alaska, responded that the statutory requirement for the facilities was met in the energy efficiency program. The department retrofit over 70 of state facilities. He stated the goal for program expansion. He contended that the court case had not interfered in the efforts.

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SENATOR TOBIN wondered how to extend the maintenance program to education facilities.

MR. HODGIN replied that application for education facilities requires a change in statute.

VICE-CHAIR WILSON asked about leasing facilities. He asked the department purview when canceling or renewing a lease.

MR. SAKALASKAS responded that contractual obligations with tenants are reviewed first. The department works with groups asking to relocate and active engagement is accommodated.

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VICE-CHAIR WILSON asked about a hypothetical person or entity wishing to discontinue the lease. He wondered if a cost analysis was warranted.

MR. SAKALASKAS replied that the department provides analysis prior to a move. Additionally, a review of alternative locations is performed.

MR. HODGIN replied that he would get back to the committee with details about lease analysis.

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SENATOR KIEHL appreciated the department's ongoing work with energy efficiency. He presumed that energy efficiency was a component of other deferred maintenance projects. He asked how savings are tracked from such improvements.

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MR. HODGIN responded that the ability to track energy savings with deferred maintenance projects allows the investigation of appropriate funding sources for the projects.

SENATOR KIEHL repeated the question

MR. HODGIN stated that energy efficiency projects sought synergy and the opportunity to leverage the funds with the energy efficiency project. He mentioned the annual reports documenting energy related accomplishments.

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SENATOR KIEHL asked about the division's analysis of new energy sources.

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MR. HODGIN replied that considerations included cogeneration at different facilities. He mentioned the technology's success and the anticipated cost savings.

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At ease

OVERVIEW DEPARTMENT OF TRANSPORTATION AND PUBLIC FACILITIES
(DOTPF) DIVISION AVIATION

[2:18:16 PM](#)

CHAIR KAUFMAN reconvened the meeting and announced the consideration of an overview of the Division of Aviation.

[2:18:50 PM](#)

JOHN BINDER, Deputy Commissioner, Department of Transportation and Public Facilities (DOTPF), Juneau, Alaska, provided the presentation: Division of Aviation Overview.

MR. BINDER began with slide 2: Mission Statements.

Alaska DOT&PF

"Keep Alaska Moving through service and infrastructure"

Alaska International Airports System (AIAS)

"To keep Alaska flying and thriving"

Statewide Aviation (SWA)

"To sustain and improve the quality of life throughout Alaska"

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MR. BINDER continued with slide 3: Organization/Leadership. He explained that he oversees the entire aviation system. The system is separated into statewide and international airport

systems. The international systems are self-sustaining and require no state funding. Rural airports rely on the general fund for operations.

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MR. BINDER moved to slide 5: Alaska International Airport System (AIAS) Structure. The international system generates revenue via the airlines operating in Anchorage and Fairbanks. The rates and fees are set with cost predictions and adjustments.

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MR. BINDER continued with slide 6: Annual Revenue and Operations, Maintenance and Debt Costs. He provided a FY22 example showing the total of \$123.52 million in revenue sources and \$122.45 million in operating costs.

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MR. BINDER talked about slide 7: Cargo Tonnage. He detailed the graph displaying monthly cargo in metric tonnes.

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MR. BINDER moved to slide 9: Aviation System Planning. He noted that the department had a website devoted to the system plan. The Federal Aviation Administration (FAA) mandates that airport sponsors have a system plan. In Alaska, the state is the airport sponsor for most airports. The FAA allows for continuous system plans, which the state opted for.

Why?

- Required through FAA Advisory Circular 150/5070-7 The Airport System Planning Process
- Primary purpose is to determine the type, extent, location, timing, and cost of the airport development needed in a state or metropolitan area to establish a viable system of airports.
- Plan includes all public airports across Alaska and is funded through annual AIP grants.

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MR. BINDER continued with slide 10: Continuous Aviation System Planning. He stated the benefit of a continuous plan involves the active contract. He detailed the three phases listed on the slide

Phase I

2008 - 2013

- Continuous Planning Process

- Website & CIMP Establishment
- Videos: Lifeline and Counting the Cost

Phase II

2014 - 2019

- Needs Collection
- Capital Projects Database
- Digital Project Evaluation Process
- CIMP Application Development
- Needs Directory & Reporting Tools
- Economic Impact
- Rural Lighting Analysis

Phase III

2020 - 2025

- Performance Measures
- Digital Capital Improvement Plan
- Capital Inspection Process Update
- Data Connections
- Air Carrier Outreach & Comment Map
- Airport Resiliency Study
- Other Special Studies

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MR. BINDER continued with slide 10 and the challenge of gathering data. He explained that the website captured all the data related to statewide aviation. Airports and projects, current and future are listed on the website.

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MR. BINDER moved to slide 11: System Challenges.

Hearing our customers - the AASP team is currently creating a comment map to report airport related issues directly to DOT&PF staff.

Accurately capturing needs across the system:

An estimated 3,500 airport needs exist totaling over \$4B - from runway resurfacing to wind cone replacement to crack sealing.

So much data - collecting it and making it available!

How to tell Alaska's story - Upcoming videos

Community relocations and airport resiliency

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MR. BINDER moved to slide 12: Centralized Aviation Database. He mentioned the changes in technology including connectivity to other systems via the centralized aviation database. The system allows the division to submit documents electronically to the FAA. Scoring and document collection are done via the website too. He mentioned the performance metrics for the various airports.

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MR. BINDER continued with slide 14: Capital Improvement and Maintenance Program (CIMP).

An airport inspection program that:

- Captures capital needs
- Collects discreet data for system analysis (lighting/instrument systems, surface condition, etc.)
- Facilitates stakeholder outreach

Application-based for mobile devices

- Reduces airfield experience requirements

Time & travel intensive

- Goal: to conduct inspections that capture needs, to then be developed into capital projects through the AIP program.

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MR. BINDER continued with slide 16: Aviation Project Evaluation Board (APEB). The board is made up of himself, the Airport Improvement Program (AIP) manager and one representative from each region. The board reviews proposed airport projects and provides a prioritized spending plan. A planner captures the needs and stakeholder influence to select a proposed project for board approval. He stressed that an emergency project would take priority.

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MR. BINDER moved to slide 17: Aviation Project Development. The process following the board approval was displayed on the chart. He noted that the FAA will not issue a grant until the project is ready.

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MR. BINDER continued with slide 19: Airport Improvement Program (AIP) for Department of Transportation and Public Facilities

(DOTPF) Airports in FFY 2022. He mentioned project improvement funding for both cargo and passenger programs. He spoke about primary and non-primary entitlements, as outlined in the slide. Every state has an apportionment based on their land size and population. Alaska tends to receive approximately \$20 million annually in state apportionment.

CHAIR KAUFMAN asked if the apportionment is beneficial because of the land size.

MR. BINDER replied yes and noted that Senator Stevens was responsible for the Alaska Supplemental apportionment of approximately \$19 million. The annual improvement funding amounts to approximately \$100 million. The remaining \$100 million is discretionary funding. Alaska's projects score well on the national priority ranking.

2:40:08 PM

MR. BINDER continued discussing slide 19. He stated that funding for Anchorage or Fairbanks remains in the international system. For the rural system, funds are pooled and directed to any rural airport that year.

SENATOR KIEHL referenced slide 19 and asked if the \$256 million was a statewide allocation.

MR. BINDER responded that \$256 million went to DOT in FY22. He moved to slide 20: AIP Rural System Capital Funding FY 2016 through FY 2022. He shared that the funding varies significantly because Alaska is its own FAA region, and each region is allocated a certain amount. Generally, the state contributes a 5-6 percent match of project eligible costs.

Federal Capital Funding

- Rural System AIP annual average FFY 2016 - 2019 = \$132.9M
- FFY 2020 AIP = ~\$198.9M
- FFY 2021 AIP = ~\$184.2M
- FFY 2022 AIP = ~\$236.4M
- FFY 2022 BIL = ~\$19.6M

Rural Airport System State Match Required

- Generally, 6.25% of project eligible costs

- A few Essential Air Service (EAS) airports in designated economically distressed communities qualify for a 5% match of project eligible costs

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MR. BINDER highlighted slide 21: Airport Improvement Program (AIP) for DOT&PF Airports in FFY 2022. He noted that the dashboard was currently active on the system plan website. The site is interactive and reflects the active projects in zones and legislative districts.

MR. BINDER continued with slide 23: PFAS: Airports.

What is PFAS?

- Family of chemicals
- Do not break down easily
- Widespread

Products & Sources

- Aqueous Film Forming
- Foam (AFFF)
- Consumer Products
- with non-stick and
- stain-resistant

MR. BINDER informed the committee that PFAS is a family of chemicals that many people interact with daily. The chemicals were created to provide waterproofing for certain products like tents, raincoats and dental floss. He stated that PFAS are a component of the aqueous film-forming firefighting foam that has entered the ground and contaminated soil and ground water. The FAA requires airports to use the foam. He spoke about cross contamination related to old landfills. He noted that most airports were tested, and changes were made appropriately. Some municipal water sources are known to be contaminated with PFAS. Soil contamination impacts capital projects. He shared that 632 total wells have been sampled with 144 deemed above action level.

MR. BINDER continued with slide 24: PFAS: Work to Date. He stated that a new fluorine-free foam is available, and the legislature can expect a capital request to swap out the PFAS foam and trucks.

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MR. BINDER continued with slide 25: Aircraft Rescue and Fire Fighting.

PFAS Mitigation

- Long-term Solution Implementation
- Site Characterization
- Development Projects

Challenges

- Funding
- No industry guidance for transition (clean-out)
- F3 Inventory
- Evolving Regulatory Guidance
- Development Projects

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SENATOR KIEHL commented on the PFAS issue. He noted that the division was required to use PFAS and was not at fault. He asked about a disposal solution for the remaining PFAS foam.

MR. BINDER replied that two or three vendors had the approved foam. He would provide the committee with additional information about required quantities. He noted that the closest approved disposal location was in Oregon. He anticipated that FAA would help with the procurement of the fluorine-free foam and the disposal of the PFAS foam. He believed that federal dollars could be used to replace some foam-dispensing trucks. He expressed uncertainty about the cleaning portion of the request.

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SENATOR TOBIN expressed interest in retention and recruitment of employees. She wondered what resources might be required to ensure that rural airports are well staffed and remain open.

MR. BINDER responded that airport vacancy rates varied. He stated that the current budget did not offer adequate funding to fill the vacancies. He mentioned that rural locations were challenged to find employees with adequate training or certification.

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SENATOR TOBIN asked about the offroad Commercial Driver's License (CDL). She wondered if the lack of the offroad CDL option might impact the ability to recruit contractors to rural areas.

MR. BINDER responded that he would provide further information to the committee.

SENATOR MYERS referenced a report from the FAA about weather and safety. He noted the issue with rural airports and their monitoring equipment. He wondered about the status of the issue.

MR. BINDER replied that weather reporting was lacking in the state. He explained that weather-reporting systems were expensive to install and maintain. Currently the FAA or another federal entity maintains the systems. The last FAA reauthorization bill allowed for building eight weather reporting systems. He pointed out the weather camera program.

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SENATOR MYERS asked about issues with lighting at the rural airports. He recalled that vandalism was the cause of the faulty lighting.

MR. BINDER replied that some locations saw this problem in a cyclical pattern. The division reemphasized education for school children to help communicate the consequences of airport vandalism. He pointed to work with the Department of Public Safety (DPS) to track the issue and raise public awareness.

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There being no further business to come before the committee, Chair Kaufman adjourned the Senate Transportation Standing Committee meeting at 2:59 PM.