



CASPER
NATRONA COUNTY
INTERNATIONAL AIRPORT

Casper/Natrona County International Airport

May 21, 2025

Board Study Session - 11:00 a.m.

Board Meeting - 1:00 p.m.

The meeting and study session will be conducted at the
Airport Public Safety Building, 8328 Fuller Street

AGENDA

1. Call to Order
2. Pledge of Allegiance
3. Approve and sign the April 16, 2025 Board Meeting Minutes
4. Approve Expenses and Sign Checks
5. Approve and Sign Leases, Contracts, Agreements, and Resolutions
 - A. Land Lease and Building Rental Agreement – United Education Institute - A California Corporation DBA Sage Truck Driving School
 - B. Foreign-Trade Zone Subzone Site Operations Agreement - The Wyoming Reserve Opportunity Zone Fund Corporation
 - C. Lease Agreement Amendment 3 – Hangar Operator Group C/NCIA, LLC
 - D. Resolution No. 2025-01 of the Casper/Natrona County International Airport Board of Trustees - Use of Sex-Designated Restrooms
 - E. Resolution No. 2025-02 | A Resolution Authorizing Submission of an Application to the State Loan and Investment Board for a Loan through the State Revolving Fund on behalf of the Governing Body for the Casper/Natrona County International Airport
 - F. Assignment of Agreement and Consent - Romeo, Tango Bravo (Assignor) and Calvin Carey (Assignee).
 - G. Land Lease and Building Rental Agreement – WinDor
6. Other action for Leases, Contracts, Agreements, and Resolutions
 - A. Land Lease and Building Rental Termination – Buff N Fit (3900 – D Allen Street)
7. Financial Report
 - A. Discussion and Action on FY2026 Airport Operations Budget
8. Director Report
9. Operations Report
10. Activity Report
11. Other
 - A. From the Board
 - B. From the Floor
12. Next Board Study Session – June 18, 2025 11:00 a.m.
Next Board Meeting – June 18, 2025 1:00 p.m.
13. Executive Session
14. Adjourn

CASPER/NATRONA COUNTY INTERNATIONAL AIRPORT BOARD OF TRUSTEES STUDY SESSION MINUTES

Steve Emery convened the study session of the Board of Trustees of the Casper / Natrona County International Airport on May 21st at 11:00 a.m. in the Public Safety Training room. Board members present included Fred DeVore, Rob Hendry, Tina Hoebelheinrich, and Kermit Wille. The Board reviewed the attached Director Report presented by Glenn Januska, Airport Director and generally discussed the items in the Director Report. No action was taken. The study session was ended. The monthly meeting of the Airport Board of Trustees was convened in person at 1:03 pm.

**Casper / Natrona County International Airport
Board Meeting
May 21, 2025**

BOARD MEMBERS' PRESENT

Steve Emery, President
Rob Hendry, Vice President
Kermit Willie, Treasurer
Fred DeVore, Secretary
Tina Hoebelheinrich, Member

AIRPORT STAFF

Glenn Januska, Airport Director
Tatum Hlavacek, Director of Finance & Administration
Jake Hlavacek, Director of Operations & Maintenance
Michael Gray, Operations & Public Safety Manager

COUNTY COMMISSION

Peter Nicolaysen, County Commissioner

The President called the meeting to order at 1:03 pm and led the Pledge of Allegiance.

APPROVAL OF MINUTES

The President asked for a motion to approve and sign the minutes of the April 21, 2025, Board Meeting. The Treasurer moved and the Vice President seconded the motion. The motion carried.

APPROVAL OF EXPENSE CHECKS

The President asked for a motion to approve and sign the expense checks. The Treasurer moved and the Vice President seconded the motion. The motion carried.

APPROVAL OF LEASES, CONTRACTS, AGREEMENTS, AND RESOLUTIONS

The following items were presented for approval:

- A. Land Lease and Building Rental Agreement – United Education Institute - A California Corporation DBA Sage Truck Driving School
- B. Foreign-Trade Zone Subzone Site Operations Agreement - The Wyoming Reserve Opportunity Zone Fund Corporation
- C. Lease Agreement Amendment 3 – Hangar Operator Group C/NCIA, LLC
- D. Resolution No. 2025-01 of the Casper/Natrona County International Airport Board of Trustees - Use of Sex-Designated Restrooms
- E. Resolution No. 2025-02 | A Resolution Authorizing Submission of an Application to the State Loan and Investment Board for a Loan through the State Revolving Fund on behalf of the Governing Body for the Casper/Natrona County International Airport
- F. Assignment of Agreement and Consent - Romeo, Tango Bravo (Assignor) and Calvin Carey (Assignee).

G. Land Lease and Building Rental Agreement – WinDor

OTHER ACTION FOR LEASES, CONTRACTS, AGREEMENTS AND RESOLUTIONS

The following item was presented for approval:

6A. Land Lease and Building Rental Termination – Buff N Fit (3900 – D Allen Street)

The President opened the discussion by requesting a motion to approve Leases, Contracts, Agreements, and Resolutions listed as Items A through G. The Treasurer made the motion, which was seconded by the Secretary. The Airport Director provided clarification on Item G, explaining that it involved a land lease and building rental agreement with WinDor, which is related to Item 6A. Originally, the Airport had an agreement with Buff N Fit, but the owner requested a change in the lease name and intended use—from gym expansion to storage for WinDor. This required terminating the existing lease and entering a new one with the same owner under a different business entity.

A Member requested that Item G be removed from the motion and discussed alongside Item 6A. The Treasurer amended the motion to approve Items A through F, excluding Item G, and the Vice President seconded. The motion carried.

The President then sought clarification on whether the Airport was contracting with The Wyoming Reserve Opportunity Zone Fund Corporation to manage the foreign trade zone. The Airport Director clarified that this was not the case. The Airport remains the grantor for FTZ 157, and the corporation is operating a subzone approved by the FTZ Board and Customs. Their application to operate from the old Casper Star Tribune building was supported by the Airport, and the agreement in question reflects this arrangement.

Item 6A was then discussed in detail. The Airport had previously approved a lease with Buff N Fit for a second space intended for gym expansion. However, the same individual involved with Buff N Fit also operates WinDor and now seeks to use the space for storage instead. From the Airport's perspective, the change is administrative—there's no gap in lease terms or revenue, only a change in the lessee and the intended use of the space.

The President asked whether Buff N Fit was closing. The Airport Director clarified that the original gym remains; the lease in question was for an expansion that will now be repurposed for WinDor. The Member raised concerns about the process, questioning whether there is a policy for terminating leases and putting them out to bid. The President confirmed there is no formal policy. The Member expressed concern that the arrangement resembled a handshake deal. The Treasurer responded that the building in question wouldn't typically be put out to bid and explained the rent structure, which includes an adjustor clause or a rate increase upon lease renewal. The Vice President noted that the situation is unique because the lessee remains the same individual under a different entity. The Member pointed out that only one of the individuals is the same.

The Airport Director explained that for aeronautical leases, such as hangars, bids are standard, but for non-aeronautical spaces, leases are handled differently. He asked staff whether any other Allen Street buildings were available, and the Director of Finance and Administration confirmed there were none. The Secretary asked whether Buff N Fit could sublease the space to WinDor if the Board did not approve the termination. The President said they could, with Board consent. The Airport Director added that the use would still need to be changed, even under a sublease. The Secretary asked if the rent would change with the new use, and the Airport Director confirmed it would not.

The President then called for a motion. The Secretary moved to terminate the lease with Buff N Fit (Item 6A) and approve the lease with WinDor (Item 5G), contingent upon the signing of the new lease. The Treasurer seconded the motion, which passed with four votes in favor and one opposed.

The Treasurer noted that lease rental rates are reviewed every five years to ensure they reflect market value. Rates cannot be set too low or used to establish market value. The President added that maintaining market-based pricing is part of the Airport's grant assurance obligations. The Airport Director, with the President's agreement, stated that putting all 200+ buildings out for bid each time a lease ends is impractical. The Member stated that vacancies should at least be announced to avoid the perception of insider access. This, they said, could create an unfair advantage.

A broader discussion followed about how lease terminations and new tenant selections should be managed. The Secretary asked whether there is a waiting list for buildings, and the Director of Finance and Administration confirmed that there is. The Airport Director explained that when a building becomes available, the next person on the waiting list is contacted.

The Secretary asked whether the waiting list could be published. The Member responded that the issue isn't about who is on the list, but rather how terminated leases are handled. If someone has been waiting for two years, they should be next in line when a lease ends. The Secretary noted that in this case, the tenant could have simply requested a sublease. The Member countered that the original lease was for gym expansion, and another gym operator might have been waiting for such a space. The Secretary asked if there was a waiting list specifically for the Allen Street building. The Director of Finance and Administration explained that waiting lists are categorized by building size, and when a space becomes available, those on the list are contacted based on their needs.

The Member expressed concern that continued subleasing of specific buildings could prevent them from ever becoming available to those on the waiting list. The Airport Director concluded by stating that a formal policy will be developed to clarify how waiting lists are managed and how buildings are made available. The President requested that the policy distinguish between flight line hangars and storage buildings.

Finally, the Secretary asked whether a lessee could profit from a sublease. The Airport Director said that, in theory, they could, but any sublease must be approved by the Board, including its terms. The Member noted that they were under the impression that subleases are approved without the Board seeing the full agreement, and that it is the sublessee's responsibility to provide a copy to the Board. The Airport Director clarified that subleases must not offer more favorable terms than the original lease and must comply with the permitted uses outlined in the agreement.

FINANCIAL REPORT

The Airport Director gave the following report for the month of March:

The discussion and actions on the FY26 Airport Operations Budget will be discussed during the June Board Meeting.

- For the month of April, the Airport recorded \$469,928 in revenue, which is \$26,318 under budget.
- Year-to-date revenues were \$5,344,223, which is \$381,770 over budget.
- Expenses for the month were \$528,228,
- Year-to-date expenses were \$4,261,766.
- Net loss for the month was \$58,300, and Net Income for the year was \$1,082,457.

The resulting net loss for the month of \$58,300 is largely due to the 3-payroll month in April.

DIRECTOR'S REPORT

The Airport Director reported on the following:

1. Airfield Electrical Project and Airport Parkway Resurfacing – We are getting the closeout letters soon because those projects were complete a couple years ago.

Air Traffic Control Tower – The Airport Director participated in the Aeronautics Commission meeting in Rock Springs via zoom. Our request for the use of the Aeronautics grant, which the Aeronautics Commission previously approved, is \$500,000; \$450,000 State, \$50,000 Airport. The scope of the grant is to be used for ATCT construction. We made a request to the Aeronautics Commission to change that so we can use those funds for design. The Aeronautics Commission approved our request with a contingency. The contingency is that we are allowed to use those funds for design but if we don't start construction on the ATCT within 5 years we will have to pay the \$450,000 back to the State. It was discussed that this is similar to our agreements with the FAA which require us to start construction within 3 years for design contracts, but in this case the State is giving us more time to get the construction moving forward. Because of the restrictions on the grant the Board is being asked if they are supportive of it and if they would like to make a motion to memorialize the understanding that moving forward with this grant would require repayment in 5 years if construction did not start. The five years start when we sign accepting the grant money. Not only is this important for the BIL ATP funds since the FAA wants to know that the Airport has skin in the game, they want to know that if we ask for x number of million dollars and get it that we are actually going to be able to do the project. The further we are along in design the more accurate construction cost estimates will be. We need to make sure that when we receive money we are ready to get the project under grant.

The Secretary made a motion for the Airport Director to sign the agreement. It was said that it is very important that this project is shovel ready and that signing this grant is worth the risk. The Treasurer seconded the motion. The motion carried.

The Vice President asked if it's time to ask our congressional delegation to write a letter in support of the ATCT. The Airport Director stated that Senator Barrasso's office has reached out to the Airport Director and the ATCT is one of the projects that they want to focus on. House members get up to 15 projects that they can request community sponsorship or community funding for, and the Congresswoman submitted ours for \$3 million through the Department of Agriculture, Urban Development. The ATCT project is one of Congresswoman Hageman's 15 projects that will be on her website on Friday. Sam Graves, the House Transportation and Infrastructure Chairman is also in support of this, The House is pushing for funding for ATC upgrade, including no less than \$242 million for a sponsor owned towers.

The Airport Director believes that with the focus on ATC deficiencies the current administration will be looking for very visible projects to fund and if they can say we've put this money into the system and six months later Casper is breaking ground on a replacement 1954 Tower that's a very visible win for the Administration. The Vice President agreed and stated that the project is also important because it's a training tower.

The President stated that while looking at the Board Packet it was observed that Soaring Aviation owes

us \$15.97 of rent from January and February. The Secretary asked if an eviction notice was sent. The Director, Finance and Administration replied that Soaring Aviation did get sent an eviction notice which prompted them to pay their back rent but that they still owe their finance charges from past late rent fees. The President stated that his assumption that Soaring Aviation may be going away could be valid. The Airport Director responded that they may have some revenue issues but is unsure if they are going away.

2. ARFF Training Facility – This will be removed from the report. The last inspection tank has been installed and the facility has been de-winterized.
3. Baggage Claim Area Improvements – We are awaiting the final concept and budget report.
4. BLM Interagency Dispatch Center Fire Alarm - The work will start the week of the 19th to replace the dispatch center fire alarm system
5. Energy Audit/Retrofit Grant – Atlantic Electric is ordering the materials and we are waiting for them to give us a timeframe of when they will start replacing the lights in the BLM dispatch center. That work is reimbursable through the grant.
6. Helitak Base – The bid date was last Thursday and we heard informally that there were three bidders on the project. The State is in the process of reviewing and approving the low bidder before they announce the award of the contract.
7. Historic Building(s) in the Historic District – We received approval for removing the one building on Bell and are working on asbestos contracts now. We received two asbestos bids and will be awarding the contract. We are going through a categorical exclusion and environmental review process for the other building by old maintenance that the Airport Director is putting together for the FAA to approve.
8. Office/Conference Room Remodel – We are waiting for designs and cost estimates from Wyoming Office Products on furniture for the Airport Directors office.
9. Runway 8/26 Resurfacing – We are waiting for the spare parts to arrive and once they do we can invoice for them and close the project out financially.
10. SEAT/LAT Base – We are still working on the certificate of completion. Once we get that we will close the project.
11. Snow Blower – The snow blower was received and is on display outside Public Safety currently.
12. SRE Phase II – We are waiting for a pre-construction meeting to be set. Caspar will be starting to install temporary fence and getting equipment mobilized so we can start on the expansion.
13. State Revolving Funds Project Solicitation and Application Process – The public meeting is scheduled for June 2nd and we will be submitting our application by June 4th.
14. Terminal Building Sliding Glass Doors – Terminal building main sliding glass doors, inside and outside, have been replaced.
15. The Wyoming Reserve Opportunity Zone Fund Corporation – Advance Casper has an agreement in place that we are going to be reviewing with Pietta's so that they can start having

their products moved over. Customs needs to come out for one last review of the building before they can officially move into it, but we will be getting that operation going soon.

16. Sage Technical Services – The agreement was approved. We have a contract in place right now to remove a structural wall and will be working with Sage on that.
17. Army Guard Mobilization Return – A deployed unit is coming back in potentially two arrivals, one on May 30th and the other on June 3rd. Business Aviators is allowing them to use their hangar for approximately 300 family and friends. Logistics are currently being worked on with Atlantic and Aero Center.
18. Exhaust Extraction System – All the equipment is in place and installation is starting.
19. ARFF Training Burns – Training burns will be done on the 22nd and we have invited some media representatives to come out to cover that as a story.
20. SEAT/LAT Base - The Airport heard that the SEAT/LAT Base tanker operations will start June 16th this year.
21. FY2026 Operating Budget – The proposed budget will be discussed at the June board meeting.
22. FY2025 Audit – The FY25 audit engagement letter has been signed and we are working on uploading documentation to the Auditor’s electronic depository. PMCH is planning on being at the Airport the week of August 25th.
23. Air Service and Marketing Manager – We are currently working on getting that position advertised.
24. Employee Handbook Revisions - The President called for a motion to approve the proposed changes to the Employee Handbook. The Vice President moved to approve the revisions, and the Secretary seconded the motion.

The Director of Finance and Administration provided an overview of the updates, highlighting the following:

- The Snow Removal/Job Description section was developed with input from County HR and Legal.
- The Holiday section now clarifies how personal time has historically been and is currently handled.
- New sections were added for Discipline and Discharge and Dependability.
- The Attendance and Punctuality section was revised to reflect expectations for Airport employees.
- The Drug and Alcohol policy was updated using Natrona County’s handbook and expanded to address alcohol use when employees are at the Airport but not working, or attending voluntary events. This language was provided by County HR.

The Airport Director noted that the County is revising its own policy to align with the Airport’s. A discussion followed regarding expectations for employees during snow removal operations. The Treasurer questioned whether employees not being paid or officially on call could be restricted from drinking alcohol. The Director of Finance and Administration clarified the distinction between being “engaged to wait” and “waiting to be engaged” under FLSA

guidelines. Employees are free to go about their personal lives when not at the Airport but are expected to answer calls and report for snow removal which is part of their job description. They must remain within legal alcohol limits in anticipation of being called in. The Treasurer acknowledged the concern about operating expensive equipment under the influence but reiterated the ambiguity of being "on call."

The Airport Director emphasized that the policy was developed in consultation with County HR and Legal and reflects current practices. Employees are notified in advance of potential snow events and are already compensated through snow premiums. There is no separate wage differential for snow removal; employees are paid their regular rates.

The President asked what would happen if an employee, disagreeing with a weather forecast, chose to drink and not report for snow removal. The Director of Finance and Administration explained that if prior arrangements are made with a supervisor, the employee is not required to report. However, failure to respond without prior notice would be considered a no-call/no-show and subject to disciplinary action, including verbal or written warnings, suspension without pay, or termination.

The Vice President asked about progressive discipline. The Director clarified that while there are disciplinary options, the Airport does not follow a strict progressive discipline policy to avoid granting employees "for cause" status. The County Commissioner added that progressive discipline requires consistent application, which may not always be appropriate.

The Airport Director reiterated that the policy changes simply formalize existing practices.

Discussion was had on the Drug and Alcohol policy. The President clarified that under FLSA, if an hourly employee is required to attend a conference, they must be paid. A Member compared this to workers' compensation, stating that coverage only applies if the employer mandates attendance. The President agreed, adding that voluntary attendance means the employee is not covered by workers' comp, is not required to be paid, but may still be reimbursed and allowed to consume alcohol.

The Airport Director asked whether, during a trip to Washington, D.C. for legislative purposes, they could have a drink at dinner while entertaining representatives? The Vice President responded that since such attendance is not mandatory, alcohol consumption would be permitted.

Both the President and Vice President agreed that Airport funding does not automatically make conference attendance mandatory. The Vice President also noted the distinction between salaried and hourly employees in this context.

The Member raised a concern: if an employee voluntarily attends a conference and is injured, and workers' comp asks whether attendance was required, a "no" response could result in denial of coverage. The County Commissioner disagreed, stating that if the conference is employer-sponsored and furthers job duties, workers' comp coverage would apply.

The Member emphasized the importance of clear policy language. The Vice President acknowledged that even voluntary attendance is still part of the employee's job and paid time. The Member suggested resolving the ambiguity by specifying that employees are expected to remain sober during official conference hours.

The County Commissioner posed a hypothetical: what if an employee is scheduled to present at 6 p.m.? The Secretary asked whether the Employee Conduct section, which requires professional representation of the Airport, would cover such situations. The Secretary also expressed that it seemed unreasonable to prohibit a single drink if attendance is required.

The Director of Finance and Administration emphasized moderation, and the Airport Director noted that most required training occurs during the day and that few employees attend conferences.

The Treasurer recommended approving the changes and revisiting the policy later if needed. They asked whether the policy aligns with the County's and whether it had been approved by them. The Director of Finance and Administration confirmed that the County originally wrote the policy, revised it after feedback, and provided the current language. The County Commissioner noted uncertainty about whether the language matches the County's most current version to which the Airport Director stated that it does not, but that the County is looking at their policy and it may be revised to mirror the Airports.

The Treasurer amended their original motion to approve the Employee Handbook changes as presented, with the condition of seeking further clarification on Section 6.10. The Vice President and Secretary accepted and seconded the amended motion. The motion passed with 4 in favor and 1 opposed.

The Treasurer moved that the Board go into Executive Session for purposes of discussing a personnel issue. The Vice President seconded the motion. The motion carried.

The Board convened the regular Board session at 2:37pm.

OPERATIONS REPORT

The Operations and Public Safety Manager gave the following report:

1. The ARFF training pit was de-winterized and no major issues were discovered when it was tested. There were a few minor tweaks, as expected, that are currently being worked through.
2. We hosted Camp Guernsey Fire Department on May 10th for their annual live fire training. We conducted 20 burns on the 10th and finished around 10pm. They were pleased with the operations of the pit and the fires were all valuable as they had several new attendees this year.
3. Our first 40-hour class started on May 12th and we had attendees from Wyoming, Colorado, and Nebraska.
4. We will be hosting Perimeter Solutions on July 9th for a live demonstration and training session on the Solberg foam, which is what we have switched to in our trucks. They will demonstrate how to properly use the foam and how it works differently than the Aqueous Film Forming Foam (AFFF). On July 10th we will be offering the attendees of Perimeter Solutions a Part 139 Annual Required Burn.

ACTIVITY REPORT

The Airport Director stated that most airport activities are up, except for air freight, which has declined,

but this is consistent with broader industry trends. FedEx has begun flying in some larger aircraft, which may lead to future increases in freight volume. Passenger enplanements were up 4% for the month and 8.8% calendar YTD. The Member asked if the tariffs are hurting freight to which the Airport Director responded that the cargo operators have said that they would expect that there would be a decrease just like shipping ports, etc. but whether it's translating into what we are seeing, the Airport Director is unsure.

OTHER

From the Board – The Treasurer emphasized the need to revise the current parking fee structure, suggesting that a 25% increase would raise the daily rate by \$1.50. With the economy improving and additional parking already added, further investment is anticipated - specifically, the installation of a gate near the Public Safety area to convert that space into overflow parking as the main lot is nearing capacity. A two-tiered parking system was proposed, where the overflow lot would open once the main lot reaches 80% occupancy. The Treasurer noted that many visitors are spending excessive time searching for parking spots. To address this, it was proposed that the overflow lot charge \$5 per day, while the main lot rate be increased from \$6 to \$7.50. Despite the increase, the Airport's parking would remain the most affordable in the area, with well-lit, well-maintained facilities and constant police presence.

The Vice President suggested raising the main lot fee to \$8.00 instead of \$7.50. The President confirmed that the parking fee increase had been discussed during the budget subcommittee meeting and would be formally recommended during the June Board Meeting. The Airport Director added that financial analyses for both \$7.00 and \$7.50 rates have been completed and will be presented during the budget approval process. The Treasurer estimated that increasing the rate to \$7.50 would generate approximately \$1 million in revenue, contributing to the airport's \$6.3 million budget. The Vice President concluded by highlighting that parking revenue is crucial for maintaining the Airport's financial independence, reducing the need for County funding.

The Vice President asked about the status of the VOR approach. The Airport Director stated that the VOR approach is not going away. The approach is needed for training and the military spoke on the Airports behalf to continue the VOR approach.

The Treasurer discussed the lease and subsequent sublease to Advance Casper. A walkthrough is scheduled before mid-June for the Foreign Trade Zone and the activation application is ready to go and the new tenants have signed the lease now that the security equipment is installed. Scottsdale Mint is also trying to get their FTZ approved at the same time.

The Vice President asked if the Helitak base groundbreaking is on June 10th to which the Airport Director stated yes, and that the Governor would be in attendance.

The Director, Finance and Administration, read an email to the Board concerning the Lead Parking attendant thanking them for their level of service, professionalism and kindness. The Airport Director stated that Conan did not go above and beyond when giving this level of service, that his normal is above and beyond.

The Member inquired about the status of the lease log to which the Airport Director stated that he is currently working on it.

From the Floor – No comments from the floor were made.

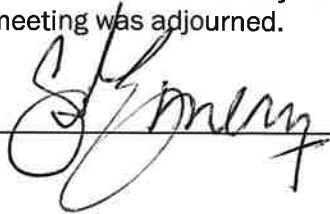
NEXT MEETING

The next board meeting will be on June 18, 2025.

ADJOURNMENT

The Treasurer made a motion to adjourn the board meeting, and the Vice President seconded the motion. The meeting was adjourned.

APPROVED _____

A handwritten signature in black ink, appearing to read "S. J. [unclear]", is written over a horizontal line. The signature is cursive and somewhat stylized.