

# Flagstaff Pulliam Airport Public Safety Citizen Committee

Brian Gall, Airport Director

Tim Skinner, ARFF Battalion Chief/Airport Operations  
Manager

07 January 2026





# Agenda



**Part 1: Background Information**

**Part 2: Aircraft Rescue Firefighting (ARFF) and Airport Operations**

**Part 3: Funding Request**

**Part 4: Discussion**

# Part 1: Background Information





# General Information



## History

- Constructed in 1948 for less than \$50k
- 3rd airport in the Flagstaff area

## Current Operations

- Owned and operated by the City of Flagstaff
- Non-hub, primary airport
- Ranked 252 out of 562 US commercial service airports
- American Airlines daily service to PHX and DFW
- Airfield elevation – 7,014 ft. (6th highest in US for commercial service airports)
- Closest commercial service airport to the Grand Canyon and Sedona
- 90+ inches of snow annually (163 inches in 2022/23, 108 inches in 2023/24)





# Airport Organization



## Personnel

- 14 airport staff
  - 4 Administrative
  - 10 Aircraft Rescue and Firefighting (ARFF)/ Airport Operations (Ops)
  - 2-3 assigned Flagstaff Police officers (not airport employees)
- Peer regional airport staffing comparisons
  - St. George Regional Airport:
    - 16 ARFF/Ops
  - Durango-La Plata County Airport:
    - 11 ARFF/Operations
    - 8 Ops/Maintenance/Environmental
  - Yuma International Airport
    - ARFF provided by US Military
    - 6 Ops
    - 9 Maintenance





# Airport Organization



## Equipment

- 3 ARFF Apparatus
- 1 ARFF Battalion Chief Vehicle
- 8 Pieces of Snow Removal Equipment
- 2 Tractor/Mowers
- 1 Sweeper
- 1 Operations Truck
- 2 Administrative Vehicles





# Tenants and Operators



- American Airlines (Skywest Airlines)
- Guardian Air (Northern Arizona Healthcare)
- Arizona Department of Public Safety
- Empire Airlines (FedEx)
- SouthAero (UPS)
- 7 Car Rental Companies
- Pulliam Business Park
- Swift Travel Center
- General Aviation
- Diverted commercial flights/unscheduled aircraft with emergencies





# Aircraft Operations



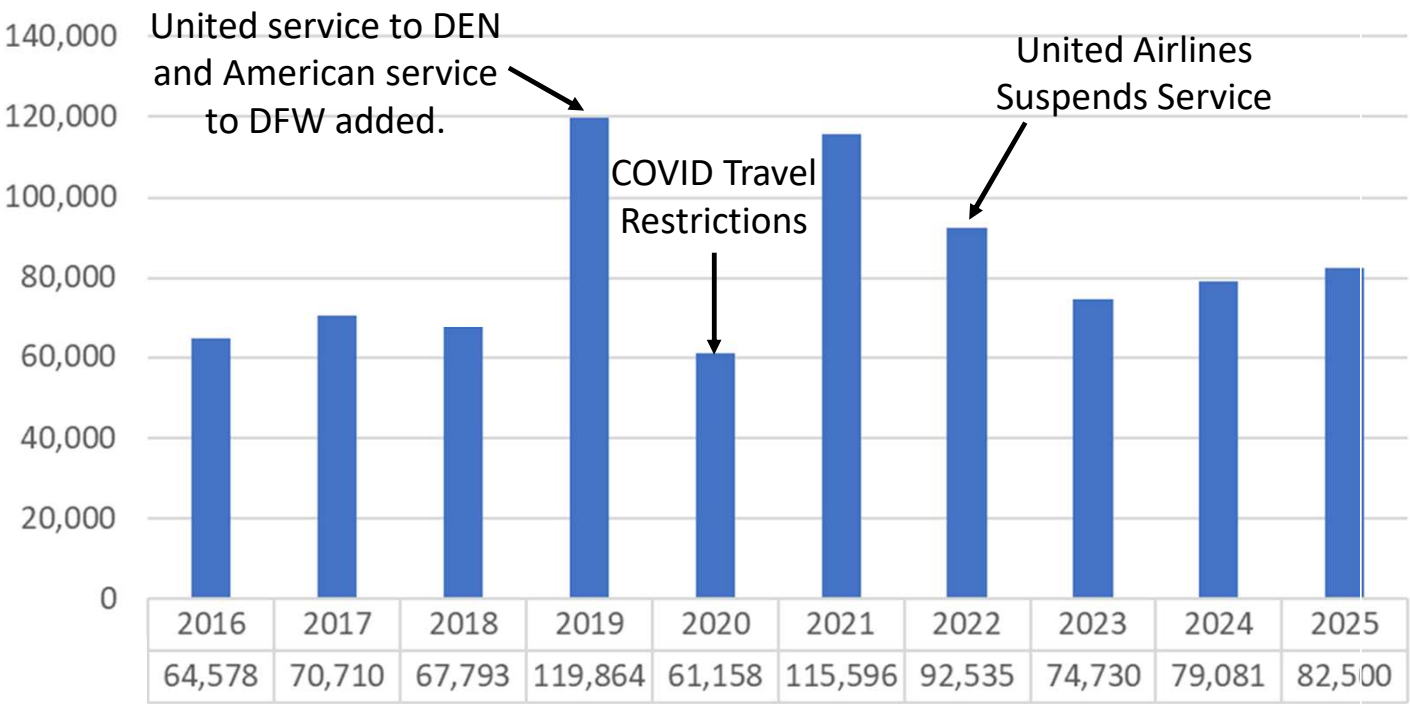
- ~120 aircraft operations per day
- Increasingly Larger Aircraft (Upgauging)
- Commercial
- Military
- Wildland Firefighting
- Medevac
- Charter
- General Aviation





# Annual Enplanements

Total Annual Enplanements



## Key Points

- 22% increase since 2018
- 2025 up 4.5% YTD
- Staff working on additional air service

\*Enplanements are defined as revenue passengers boarding flights. 2025 data is projected based on year-to-date comparison. Enplanements in 2024 (77,507) were up 7% from 2023 (72,494). 2025's enplanements are up 5% year-to date over last year.



# Economic Benefit



## **Economic Impact of the Flagstaff Airport**

Per 2021 ADOT Aeronautics Arizona Aviation Economic Impact Study\*

- \$68.8M Direct Economic Impacts
  - \$35.7M On-airport Activities
  - \$33.1M Visitor Spending
- \$59.8M Indirect/Induce Economic Impacts
- \$128.5M Total Economic Activity
- 971 Jobs (direct), \$45.1M employee compensation
- \$7.6M local and state tax revenue



\*<https://azdot.gov/planning/airport-development/2021-economic-impact-study>

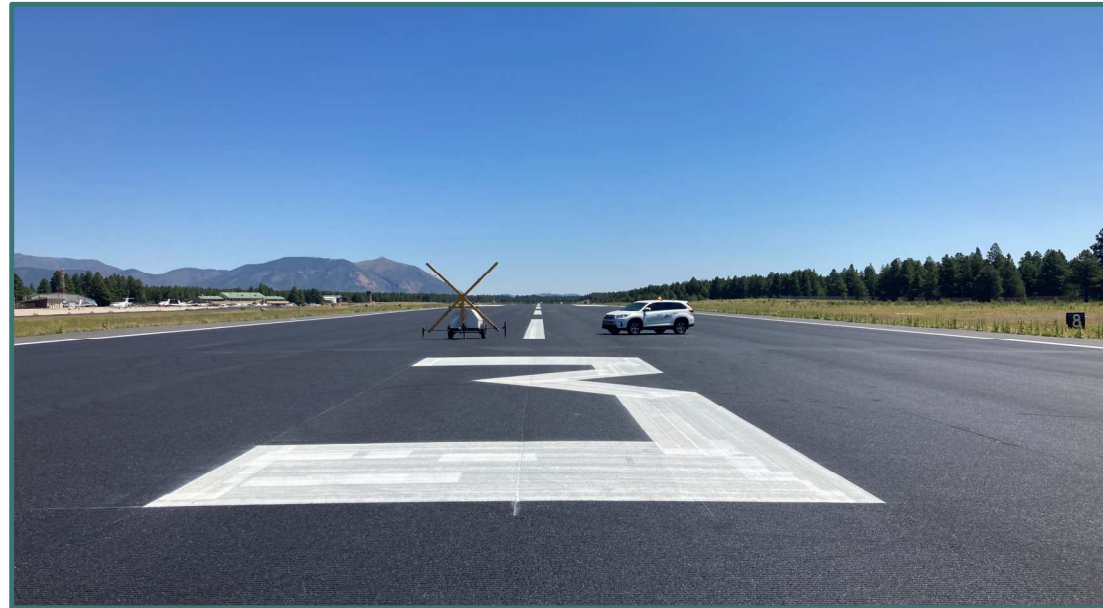


# Airport Budget



## Airport Enterprise Fund

- Ongoing Revenue Sources: Leases, license agreements, and fees
- One-time Revenue Sources: Federal and State grants
- Airport Capital Improvement Plan (5-Year Program)
  - Federal, State, local funding
- Maintenance
  - Pavement (Runways, taxiways, parking lots)
  - Structures (Terminal, hangars, ARFF Station, etc.)
- Operations
  - Staff
  - Programs
  - Utilities, Contract, Commodities





# Airport Budget

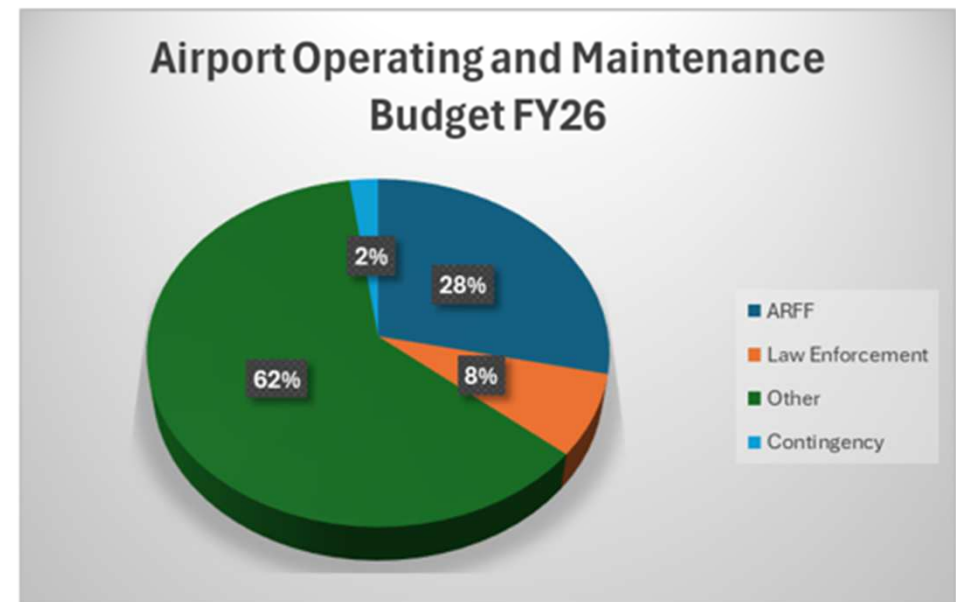
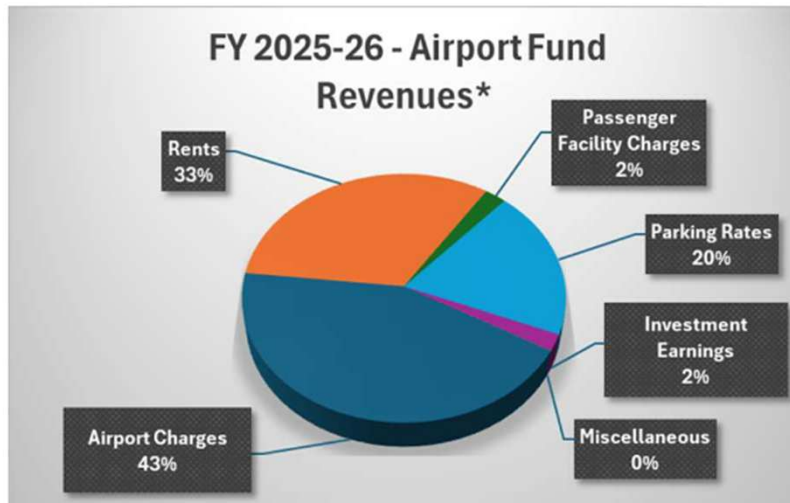


## Airport Budget Overview

| Revenues - Airport Fund*   | FY 2025-26<br>Budgeted |
|----------------------------|------------------------|
| Airport Charges            | 1,249,910              |
| Rents                      | 937,249                |
| Passenger Facility Charges | 67,500                 |
| Parking Rates              | 561,412                |
| Investment Earnings        | 62,000                 |
| Miscellaneous              | 1,000                  |
| <b>Total All Funds</b>     | <b>\$ 2,879,071</b>    |

\*Excludes intergovernmental

| Airport Operating and Maintenance Budget |                        |
|------------------------------------------|------------------------|
| ARFF                                     | \$ 1,300,000.00        |
| Law Enforcement                          | \$ 350,000.00          |
| Other                                    | \$ 2,820,000.00        |
| Contingency                              | \$ 100,000.00          |
| <b>Total</b>                             | <b>\$ 4,570,000.00</b> |





# Airport Budget

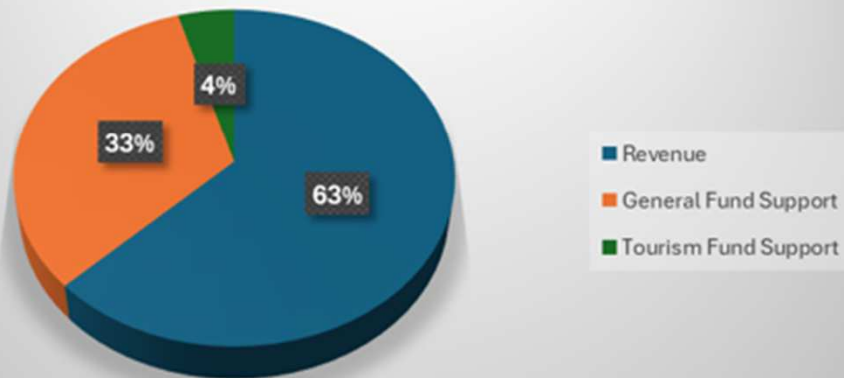


## Airport Budget Overview

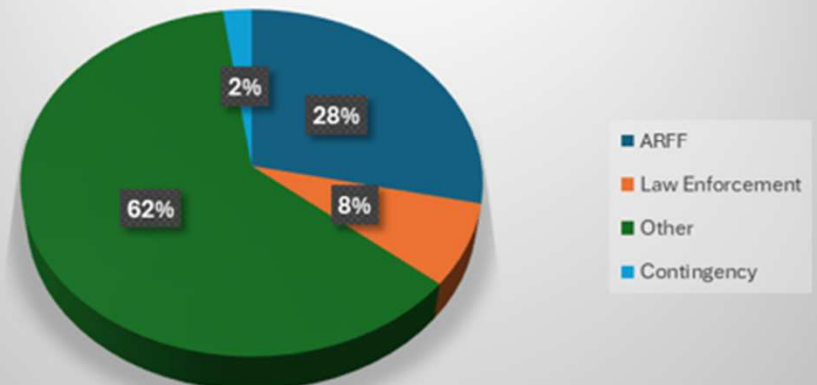
| Airport Fund Revenue (Including InterCity Transfers) |           |                     |
|------------------------------------------------------|-----------|---------------------|
| Revenue                                              | \$        | 2,880,000.00        |
| General Fund Support                                 | \$        | 1,500,000.00        |
| Tourism Fund Support                                 | \$        | 207,000.00          |
| <b>Total</b>                                         | <b>\$</b> | <b>4,587,000.00</b> |

| Airport Operating and Maintenance Budget |           |                     |
|------------------------------------------|-----------|---------------------|
| ARFF                                     | \$        | 1,300,000.00        |
| Law Enforcement                          | \$        | 350,000.00          |
| Other                                    | \$        | 2,820,000.00        |
| Contingency                              | \$        | 100,000.00          |
| <b>Total</b>                             | <b>\$</b> | <b>4,570,000.00</b> |

Airport Fund Revenue (Including Inter City Transfers) FY26



Airport Operating and Maintenance Budget FY26

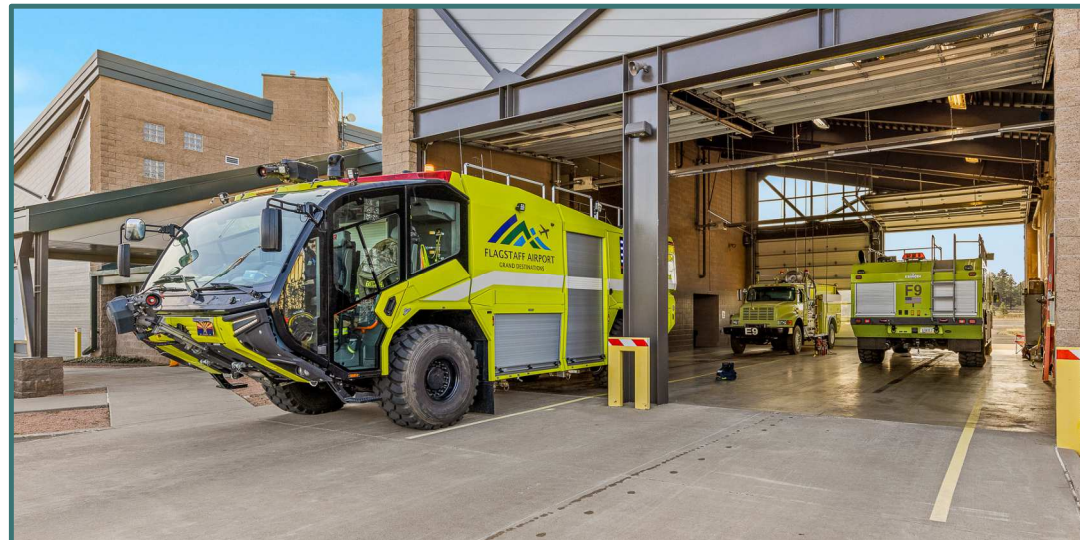




# Budget Challenges



- Funding shortfalls (airport has not historically been fully self-sustaining)
- Maintenance
  - Infrastructure – Increasing needs and costs (Currently 30+ unfunded maintenance projects, total \$4.4M)
  - Vehicles – Increasing needs and costs (Average vehicle age nearing 20 years)
- Operations
  - Staffing levels
  - Increasing number and complexity of federally- mandated programs
  - Reduced grant funding support
    - TSA Law Enforcement Officer Reimbursement Program
    - State Aviation Fund Sweeps





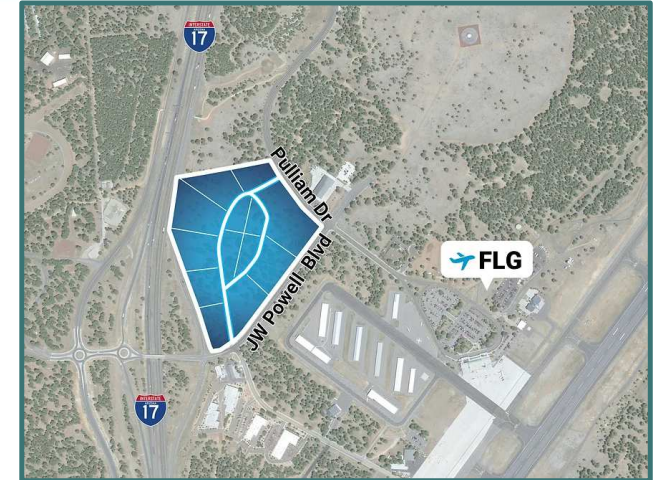
# Revenue Opportunities



## Airport Fund Solutions

- Grant Funding – State and Federal outreach
- Parking Revenue
- Proposed Development
  - Northern Arizona Technology Park ([www.naztechpark.com](http://www.naztechpark.com))
  - Private Hangars
- Terminal Concessions
- User fees

Projected revenue increases still leave a shortfall.





# Public Safety Staffing History



## **Law Enforcement**

- Minimum staffing required by Department of Homeland Security
- Pre-2010
  - Security provided by ARFF/ Airport Operations
  - Insufficient security training/tools
- Current
  - Flagstaff Police Officers assigned to airport
  - Consistent coverage while TSA checkpoint is open (departures)
  - Limited coverage after last daily departure





# Public Safety Staffing History



## Aircraft Rescue and Firefighting

- Federal Aviation Administration ARFF Index
  - Minimum requirements for airports
  - Based on aircraft size
- Pre-2019
  - ARFF Index A
  - Dash – 8 turboprop set FLG's Index (37 seats)
  - 7 ARFF staff (minimum on-duty staffing of 1)
  - Staffing hours 18-19 hrs./day centered around commercial flights
  - 1 ARFF Apparatus
- 2019 - Present
  - ARFF Index B
  - CRJ-700 regional jet sets FLG's Index (65 seats)
  - 10 ARFF staff (minimum on-duty staffing of 2)
  - 24 hours per day
  - 2 ARFF apparatus



# Part 2: Aircraft Rescue Firefighting & Airport Operations





# Aircraft Rescue Firefighting (ARFF)



## What is ARFF?

- Specialized branch of the fire service.
- National Fire Protection Association (NFPA) 1001 Structure Firefighter + 1003 Airport Firefighter.
- Federal Aviation Regulation, Code of Federal Regulations (FAR CFR) Part 139.319 Aircraft Rescue and Firefighting: Operational requirements.





# Similarities and Differences with FFD



|                 | FF<br>1 & 2 | EMT | GFR<br>Academy | Shift<br>48/96 | Pay<br>Plan | PSPRS | Program<br>Work | Fire/GFR<br>Training | Physical<br>fitness | Station/<br>Apparatus<br>Maintenance | Pub<br>Ed | All Hazard<br>Emergency<br>Response | Prev. | Span of<br>Control | 3-<br>person<br>staffing | ARFF<br>Cert | Rank | Airport<br>Ops |
|-----------------|-------------|-----|----------------|----------------|-------------|-------|-----------------|----------------------|---------------------|--------------------------------------|-----------|-------------------------------------|-------|--------------------|--------------------------|--------------|------|----------------|
| Fire Department | ✓           | ✓   | ✓              | ✓              | ✓           | ✓     | ✓               | ✓                    | ✓                   | ✓                                    | ✓         | ✓                                   | ✓     | ✓                  | ✓                        | ✗            | ✓    | ✗              |
| ARFF            | ✓           | ✓   | ✓              | ✓              | ✓           | ✓     | ✓               | ✓                    | ✓                   | ✓                                    | ✓         | ✓                                   | ✓     | ✗                  | ✗                        | ✓            | ✗    | ✓              |



# ARFF Operations

1 x Station (Station #9)

1 x 40 hr. Battalion Chief (also Airport Ops Mgr.)

9 x ARFF staff (also Airport Ops):

3 Leads, 6 Firefighters

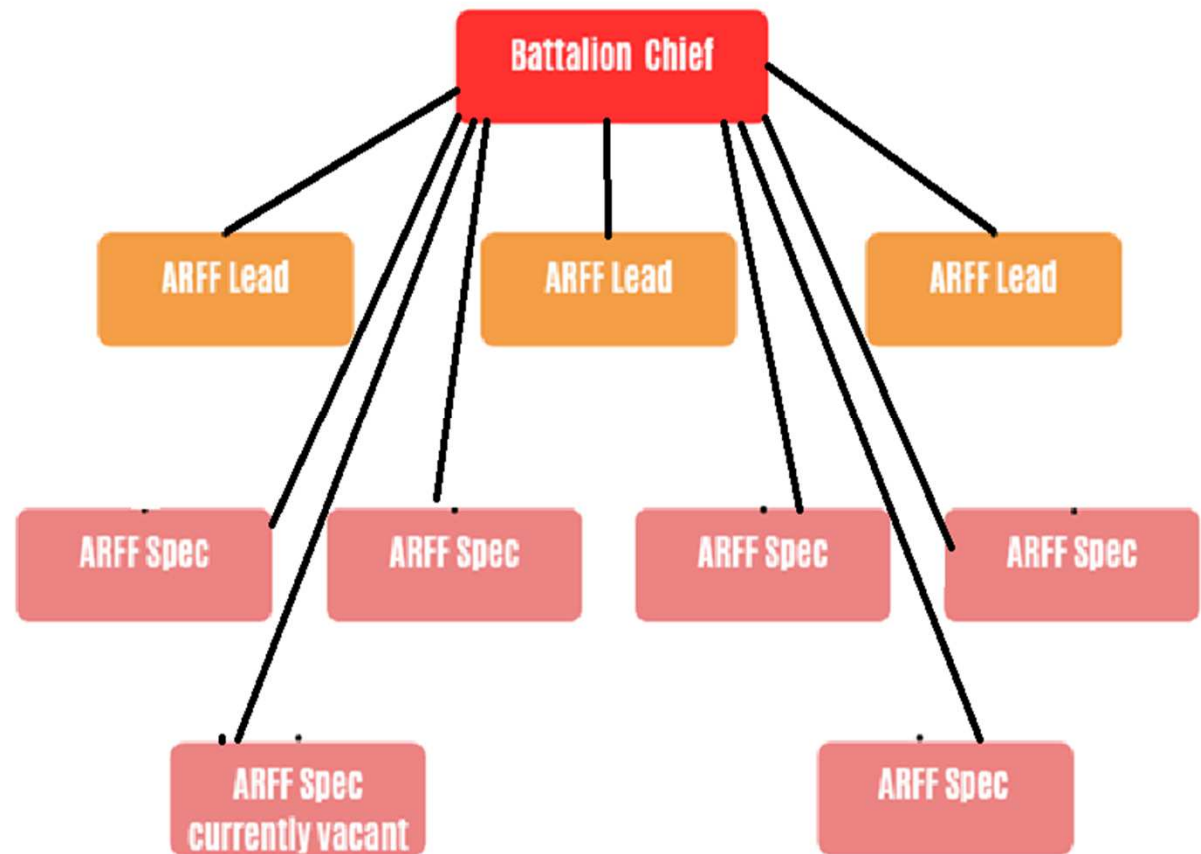
1 Lead, 2 FF per shift

2 x Front line trucks

1 x Reserve truck



## CURRENT ARFF/OPERATIONS STRUCTURE





# What Do We Do? - ARFF



- Incident response / report & records
- Apparatus/Station maintenance
- Training/P.T.
- Program work (ARFF & Airport Ops)
- Public education





# What do we do? - Airport Operations



## What is Airport Ops?

### •FAR Part 139 Airport Operations compliance

- Airfield inspections
- Airfield maintenance
- Mowing
- Sweeping/FOD removal
- Snow removal
- Escorting (contractors, vendors, deliveries)
- Wildlife Hazard Management
- Airport Security and gate access control
- Airport Operations Area (AOA) lighting maintenance and repair
- Perimeter fencing inspection and repairs
- Notice to Air Missions (NOTAM)s issuance
- Daily interaction with users of the airport (go-to phone call)
- Enforces airfield driver safety and training
- Assists with terminal/building maintenance\*
- Visiting aircraft parking layout\*
- Barricade placement, lighted X's placement for non-compliant airfield\*
- Movement Area and ramp paint stripping touch ups\*

*\* Duties typically assigned to Airport Operations that are currently not being done. \**



# Trying to do two jobs at once



## Airport Operations

## Aircraft Rescue Firefighting





# Current Operational Challenges



## Staffing

- **120% Attrition Rate**
- Constant state of hiring
  - Since mid-2019, 11 staff have left
  - Cost = \$30k per FF moving forward July FY26 on - for all PPE and academy costs (not including ARFF training costs).
  - Exit interview: burnout for lack of staffing, lack of professional development opportunities and struggling with their actual professional role (FF vs Maintenance Worker).
- Limited pool of qualified staff
  - Only 8 qualified/trained line (airport) staff for ARFF.
  - No bench depth to cover the airport in the event of staffing emergencies (multiple vacancies; medical/injury leave; light duty assignment)



# Current Operational Challenges



## Impacts of the challenges

- Staffing Levels
  - Minimum staffing is 1 per ARFF truck (2 total)
  - Mutual/Auto aid response time 7 mins
  - Not consistent with local, regional or national standards (GFR; NFPA; ICAO)
- Aircraft type and size increase
  - Resources do not match the growth
  - Similar to population/buildings increasing for FFD
  - Larger Aircraft = more risk



Watch the Delta plane crash at Toronto's Pearson airport unfold on video



Subscribe





# Current Operational Challenges



## Compliance and Industry Standards

- Increasing demands of Airport Operations compliance on ARFF staff.
- Increasing complexity of ARFF standards (F3 foam, Strategies & Tactics)

## Separation and delegation of functions

- Training, Admin/Support (payroll, Telestaff), Public Education, Fire Ops (response), Prevention (inspections), EMS (paramedics)

## Not consistent with majority of the industry or best practices

- Only 5 (11%) airports combine Airport Ops and ARFF out of 43 (same class, Index, owned by a municipality).



# Outside Perspective



## **Public Safety Research Group Flagstaff Pulliam Airport ARFF Assessment for COF 2018**

- “ARFF effectiveness should improve with enhanced staffing levels and a single focus on ARFF preparedness, capability and responsibilities. Similarly, Airport Operations should improve with a single focus on the functions they are responsible for outside of ARFF operations.”
- “Our strategic recommendation is that the ARFF responsibilities should be moved to the Fire Department...”.

## **Operation Ready FLG (Full-Scale Exercise) 2024 – After Action Report/Improvement Plan (AAR/IP) Objective #1: Emergency Response to Alert-3:**

- #1.1 - FLG Administration to work with City of Flagstaff Finance/Budget personnel to secure funding to separate ARFF and Airport Operations functions.
- #1.2 - Explore alternative models to add more staffing for ARFF response.



# What have we done to address it?



- Increased cooperation/interoperability with FFD
  - Same shift schedule
  - Same pay plan\*/retirement
  - Same minimum standards
  - Joint hiring with Flagstaff Fire Department
  - Increased training opportunities
  - Increased interagency operability
- Developed plan to move ARFF under FFD and pass Airport Operations duties to a dedicated airport team
- Funding remains the roadblock



# Part 3: Funding Request





# Request - ARFF



Recent service increases without consistent funding:

- ARFF changes from 2019 move to Index B coverage

Proposed Service Level Increase

- Merge ARFF with FFD
- Eliminate need for public safety employees to perform Airport Operations duties

|                   | Item                                             | Funding Request (FY27-28) |
|-------------------|--------------------------------------------------|---------------------------|
| Current/Unfunded  | Previous addition of 3 ARFF Specialists          | \$522,200                 |
|                   | Previous move to Fire Pay Plan/Personnel Changes |                           |
|                   | Associated contractuels/commodities              |                           |
| Proposed Increase | Addition of 3 ARFF Engineers                     | \$772,550                 |
|                   | Reclasses and personnel alignment with FFD       |                           |
|                   | Associated contractuels/commodities/training     |                           |
|                   | <b>Total</b>                                     | <b>\$1,294,750</b>        |
|                   | FFD Safe Staffing (+3 personnel)                 | \$448,260                 |



# Request – Law Enforcement



Recent service increases without consistent funding:

- Law enforcement support from FPD in terminal since 2010 and recent termination of DHS grant funding.

## Proposed Service Level Increase

- Add two Police Aids for security at terminal outside current police hours (5pm-12am).

|                   | Item                                             | Funding Request (FY27-28)                       |
|-------------------|--------------------------------------------------|-------------------------------------------------|
| Current/Unfunded  | Previous addition of police staffing in terminal | \$350,000                                       |
| Proposed Increase | Addition of 2 Police Aids                        | \$307,480 (Decreases to \$200k in future years) |
|                   | Associated contractuals/commodities/training     |                                                 |
|                   | Total                                            | \$657,480                                       |



# Fork in the Road



## If Funded:

- Addresses current and ongoing operational challenges.
- Dedicated focus on public safety at the airport.
- Right level of emergency response at the airport.
- Increase employee retention.
- All Fire Suppression Commissioned employees under one department
- Significantly more effective, efficient and safe.
- Provides law enforcement/security presence at terminal when open to the public.

## If Not Funded:

- Current challenges persist and compound (retention, staffing and dual roles for employees).
- Two separate groups of Fire Suppression Commissioned employees
- Continued training, knowledge, and working limitations by being under two separate divisions.
- ARFF focus continues to compete with Airport Operations.
- Continued gaps in security coverage.

# Part 4: Discussion

