

MARYLAND AVIATION COMMISSION

August 27, 2025



Maryland Aviation Commission
Wednesday, August 27, 2025 1
p.m.

Baltimore Washington International Thurgood Marshall Airport
A/B Assembly Conference Room, Third Floor

AGENDA

- I. **Welcome Remarks from Chair** Acting Chair Biddle 2 min.
- II. **Approval of June 18 Meeting Minutes** Acting Chair Biddle 2 min. Tab A
- III. **Executive Director's Report** Shannetta Griffin 5 min.
- IV. **Chapter 564 Policy Goals Discussion** Shannetta Griffin 30 min.
- V. **BWI Operations & Maintenance** Wayne Pennell 7 min.
 - COMAR Final Action – COMAR 11.03.01.13 – Business Hours of Operation Tab B
 - COMAR Final Action – COMAR 11.03.01.04 (A), (L) – Derelict Vehicles Tab C
- VI. **Marketing & Air Service Development** Jordan Kayloe 20 min.
 - Air Service Update
 - Incentive Program
- VII. **Open Discussion**

TAB A

**MARYLAND AVIATION COMMISSION
WEDNESDAY, JUNE 18, 2025
A/B CONFERENCE ROOM, THIRD FLOOR**

BALTIMORE/WASHINGTON INTERNATIONAL THURGOOD MARSHALL AIRPORT

OPEN SESSION

MARYLAND AVIATION COMMISSION MEMBERS

Paul Wiedefeld, Chairman
Ned Carey
Jesse Chancellor
W. Drew Hawkins
Charles Madison
Raymond Nichols
Jose Morales
Dr. Cedric Sims
Donald Stanton
David Winstead
Dr. Zafar Zafari (*virtual attendee*)

**MARYLAND DEPARTMENT OF TRANSPORTATION (MDOT) MARYLAND
AVIATION ADMINISTRATION (MAA)**

Shannetta Griffin
Diana Brown
Jonathan Dean
Harold Fowler
Rachel Goodman
Staci Gorden
John Harvell
Janean Hazelton
Cedric Johnson
Jordan Kayloe
William Lindsey
Shanae Murray
Wayne Pennell
George Robinson
Keiva Rodriques
Robert Sager
Paul Shank
Karin White
Tanya Wojtulewicz

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OTHER EMPLOYEES OF THE STATE OF MARYLAND

Colter Menke, Maryland Department of Commerce

MEMBERS OF THE PUBLIC

Tim Santi (*virtual attendee*)

Chairman Wiedefeld called the meeting to order at 1:06 p.m.

WELCOME AND APPROVAL OF MINUTES – Chairman Wiedefeld

Upon request for a motion to approve the minutes of the February 19th Commission meeting, it was so moved by Commissioner Morales, seconded by Commissioner Winstead, and approved unanimously.

Secretary Wiedefeld welcomed the new members to the Commission – Mr. Donald Stanton, Mr. Charles Madison and Ms. LaTara Harris. Each Commissioner gave a brief introduction. He also thanked Executive Director Griffin for a successful start at MAA and for her leadership.

EXECUTIVE DIRECTOR’S REPORT – Executive Director Shannetta Griffin

Executive Director Griffin made introductory remarks. She spoke about the evolving aviation industry, her vision for the airport and her priorities for moving the airport forward. She also provided an update on two proposed COMAR amendments (*COMAR 11.03.01.13 - Business Hours of Operation* and *COMAR 11.03.01.04 (A), (L) - Control of Vehicular Traffic on the Air Operations Area*) approved by the Commission during the February 2025 meeting as well as an update on legislative activity that impacts BWI Marshall, specifically the new law imposing a vehicle excise tax of 3.5% on rental cars.

MARKETING AND AIR SERVICE DEVELOPMENT – Jordan Kayloe, Director of Air Service Development

Overview of Air Service Development

Air service development works to increase flight options at an airport.

- Provide more travel options for the community
- Increase route networks for both business and leisure travelers
- Grow traffic to make unserved and underserved routes more attractive
- Increase competition among airlines

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Air service development efforts must include developing relationships with airline network planning teams in order to:

- Understand the business models and growth plans of each airline
- Explain the intricacies of the market with regional info not readily available • Meet with airlines, starting at “speed dating” conferences, later at the airline’s headquarters
- Link the airlines with local entities that can assist with info or marketing

Demand for air travel is highly dependent on the economy

- The current economic uncertainty is affecting the low-fare segment and federal workers more than others
- International visitors are diverting vacations to other destinations
- Airlines are trimming their capacity to meet the demand, especially on off-peak days

Air Service Development at BWI

Looking at future capacity, Q3 2025 seats are down 4% year-over-year. In Q3 2025, Southwest leads capacity (72.2%), but United (4.4%) has overtaken American (3.9%).

In Q3 2025, Washington-Dulles leads the region in seat capacity.

IAD: 35%

BWI: 33%

DCA: 32%

In FY25, airlines launched many new routes:

Southwest: Increases efficiency with redeyes from 6 new Western cities, part of 12 daily redeyes in total

Spirit: returned to 10 markets and added seasonal service to Punta Cana in the Dominican Republic

Airlines are beginning to announce new routes in FY26:

Frontier added Chicago-O’Hare, complementing its existing Chicago Midway service Spirit returns to Montego Bay, Jamaica

Total passenger traffic is trending downward after setting records. Cargo volume has fluctuated, but increased 24% in April due to the general public increasing purchasing in response to the anticipated tariffs. Cargo carrier relationships are evolving. Amazon recently selected 21 Air as one of their air transport providers. They also currently use Air Transport International and Sun Country Airlines. They no longer use Atlas Air.

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Landed weight is how airports bring in operating revenue. BWI Marshall charges airlines by the pound. Landed weight generally moves in tandem with capacity. Over time, planes have gotten larger and airlines have increased the number of seats they offer.

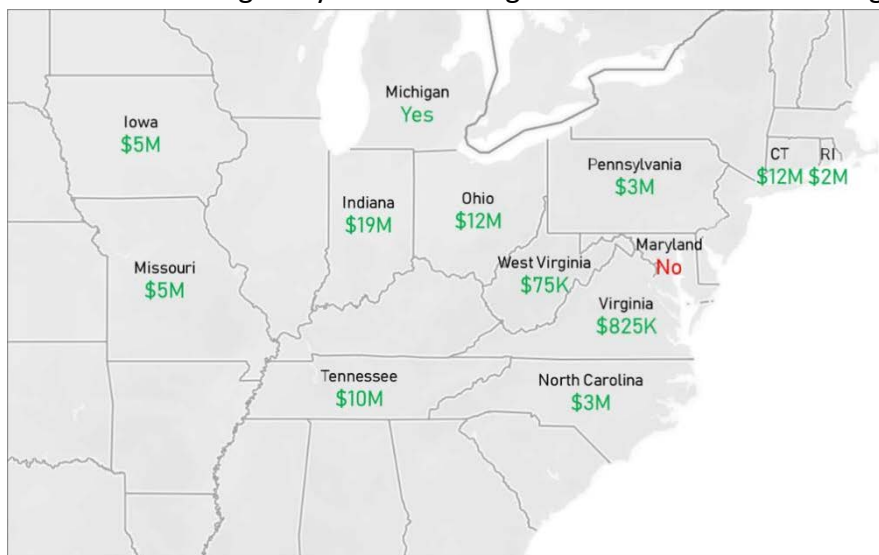
Southwest Airlines has changed their business model and there have been several recent customer service changes that impact passengers, including the end of its open seating policy and its “bags fly free” policy. MAA will continue to monitor the impact of these policy changes on consumer behavior.

Competitive Air Service Incentives

FAA rules severely limit what U.S. airports can contribute monetarily to attract new air service. U.S. airports are therefore at a disadvantage when pitching to international airlines. Foreign airports are usually private companies with more flexibility in developing attractive financial packages.

Many airports do receive regional assistance. Regional governments, economic development entities, and destination marketing organizations go beyond what airports are permitted to provide in order to compete. These funds can be a difference maker when airlines are deciding among multiple opportunities with limited resources. With pilot and aircraft availability issues, regional funds are more important than ever.

States Surrounding Maryland Offer Larger Air Service Incentive Programs:



Recent Air Service Wins Required Significant Local Funding

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- Saint Louis: Lufthansa can get up to \$5 million in subsidies over 2 years if it maintains an average of 3 times weekly nonstop flights to its hub in Frankfurt. The St. Louis County Port Authority and regional economic development group Greater St. Louis Inc. will each contribute \$2.5 million.
- Cleveland: Aer Lingus can get up to \$12 million in subsidies over 3 years to fly to its hub in The City of Cleveland, Cuyahoga County, and the Greater Cleveland Partnership are contributing \$2.4 million. JobsOhio is adding \$9.4 million more.
- Indianapolis: Aer Lingus can get up to \$19 million in subsidies over 2 years to fly 4 times weekly to its hub in Dublin. The Indiana Economic Development Corporation will provide \$17 million, with heavy backing from Eli Lilly. The airport will put up about \$2 million in credits and advertising.

BWI Marshall is working with local organizations to develop incentive packages. The airport has an Air Service Advisory Committee and has started working with the Greater Baltimore Committee, the Maryland Tourism Office (Dept. Of Commerce), as well as destination marketing organizations like Visit Annapolis & Anne Arundel County and Visit Baltimore. The airport is seeking assistance from the Commission to encourage these organizations to help put together incentive packages for airlines.

Commissioners seek a follow-up briefing in order to take a deeper dive into the topic of incentive packages. They are seeking more information on options for creating incentive packages and what challenges are present.

Southwest is beginning to forge partnerships. Their first partnership was with Icelandair, which started at BWI Marshall. As a result, both airlines can draw additional passengers. Southwest also recently announced a partnership with China Airlines, which is a Taiwanese carrier. They will partner on flights going to/from the West Coast. BWI Marshall will be speaking with them about the possibility of flying to/from Baltimore.

MARTIN STATE OPERATIONS & MAINTENANCE – Harold Fowler, Chief, Division of MTN Operations and Maintenance

MTN Air Traffic Control Tower Replacement

This project will replace the MTN air traffic control tower which, after over 80 years, has reached the end of its useful life.

Key Improvements:

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- Critical enhancement of controller line-of sight and depth perception to the airfield movement area and surrounding airspace.
- Regulatory Compliance; ADA, Building Codes Standards; Fire and Life Safety (Access and Egress).
- Increased workspace for controllers and required equipment.

Milestones and Timeline:

- **July 31, 2024:** Advertised for construction
- **September 25, 2024:** Bids received
- **February 26, 2025:** Board of Public Works approval
- **April 23, 2025:** Notice to Proceed
- **May 2025 – June 2025:** Site Preparation & Test Pitting
- **July 7, 2025:** Groundbreaking Ceremony
- **July 31, 2026:** Project substantially complete

Scope of Work:

Towson Mechanical was awarded the contract. They will be performing ground-up ATCT construction consisting of seven levels with an air traffic control cab contained on the uppermost seventh level.

- Site preparation activities to include soil and erosion control.
- Taxiway K pavement demolition.
- Excavation and foundation construction.
- Installation and connection of Structural Steel Modules from level 1 to Cab level.
- Exterior framing followed by sheathing and insulation installation.
- Installation of all exterior façade elements and wall panels.

Total Project Cost: \$27.3 Million

BWI OPERATIONS & MAINTENANCE – Cedric Johnson

Overview of Real ID Act

The Real ID Act

- Passed by Congress in 2005, enacted the 9/11 Commission's recommendation that the Federal Government "set standards for the issuance of sources of identification, such as driver's licenses."

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- The Act established minimum security standards for license issuance and production and prohibits certain federal agencies from accepting for certain purposes driver's licenses and identification cards from states not meeting the Act's minimum standards. These purposes are:
 - Accessing certain federal facilities
 - Boarding federally regulated commercial aircraft

Real ID Enforcement

Effective May 7, 2025, travelers 18 years of age or older must present a REAL ID compliant driver's license or ID card, state-issued enhanced driver's license or another TSA-acceptable form of identification at airport security checkpoints.

Other acceptable forms of identification include:

- U.S. passport
- U.S. passport card
- DHS trusted traveler cards (Global Entry, NEXUS, SENTRI, FAST)
- U.S. Department of Defense ID, including IDs issued to dependents
- Permanent resident card
- Border crossing card
- Transportation Worker Identification
- Credential (TWIC)
- U.S. Citizenship and Immigration
- Services Employment Authorization Card (I-766)
- Acceptable photo ID issued by a federally recognized Tribal Nation/ Indian Tribe, including Enhanced Tribal Cards (ETCs) HSPD-12 PIV card
- Foreign government-issued passport
- Canadian provincial driver's license or Indian & Northern Affairs Canada

Real ID Compliance

- The BWI TSA Federal Security Director surged his staffing level surrounding the May 7th REAL ID implementation date.
- The TSA staffing surge included Screeners, Inspectors, Canines, Explosive Ordinance Technicians, etc.
- All non-compliant REAL ID passengers will likely receive some form of enhanced screening.

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- The TSA has shared REAL ID flyers with the BWI air carriers to distribute to passengers as a customer service option.
- Maryland residents can check their REAL ID compliance using the REAL ID Lookup Tool provided by Maryland Motor Vehicle Administration

OPEN DISCUSSION

No items were brought forth for discussion.

MEETING ADJOURNED

There being no further business, a motion to adjourn was made by Commissioner Winstead, seconded by Commissioner Morales, and approved unanimously. The meeting adjourned at 2:21 p.m.

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ACTION ITEMS

ACTION ITEMS FROM 6/18 MEETING:

- The airport is seeking assistance from the Commission to encourage tourism and destination marketing organizations to help put together incentive packages for airlines. Commissioners would like to know specifically what they can do to help facilitate these types of agreements.
- Commissioners seek a follow-up briefing in order to take a deeper dive into the topic of incentive packages. They are seeking more information on options for creating incentive packages, what challenges are present, and the return on investment.
- Commissioner Wiedefeld recommended the airport explore a way to create a marketing campaign to attract attendees of the upcoming World Cup soccer games. Although the games are in Philadelphia, New York, and Boston, a marketing campaign could draw tourists to the Baltimore-DC region since it is on the East Coast and a relatively short distance away.
- Invite Commissioners to the July 7th Groundbreaking Ceremony at Martin State Airport. *(Completed)*
- Confirm the dollar amount of state matching funds for the MTN ATCT replacement. *The MTN ATCT project is estimated to cost \$23.8 million funded from \$10.1 million in federal funds and \$13.7 million in special funds (i.e. the Transportation Trust Fund). There are no state or general funds on this project. The MAA continues to apply for federal funds as the programs become available.*

Please see the Consolidated Transportation Plan (CTP) page 158 for more details on the project.

https://mdot.maryland.gov/OPCP/CTP_2025/FY25_FY30_CTP_Full_Report_Regular_Resolution_for_viewing.pdf#page=158

UPCOMING MARYLAND AVIATION COMMISSION REQUIREMENTS:

- Orientation for new Commissioners

ONGOING DISCUSSIONS FROM PREVIOUS MEETINGS:

- Setting up committee structure
- Creation of policy framework

TAB B

MARYLAND AVIATION ADMINISTRATION
Final Decision Paper

Proposed Regulation to Establish Business Hours of Operation
Baltimore/Washington International Thurgood Marshall Airport

4. SUBJECT/ISSUE

Proposal to amend the current regulation to establish business hours of operation at Baltimore/Washington International Thurgood Marshall (BWI Marshall) Airport. If adopted, this regulation will provide guidance to the Maryland Aviation Administration (MAA) and Maryland Transportation Authority (MDTA) Police officers on how to address persons who are in the Airport with no legitimate business purpose.

Pursuant to Annotated Code of Maryland, Transportation §§5-204 and 5-208, MAA has the power to adopt regulations necessary to protect the general public's safety, the safety of persons who operate, use or travel in aircraft, or the safety of persons and property on land or water or for the functioning and administration of the Administration.

MAA proposes to amend COMAR 11.03.01.13 "Public Hours of Operations" to "Business Hours of Operation" at the Airport. In accordance with Transportation Article §5-201 (b)(2), Annotated Code of Maryland, the Commission is charged with approving regulations prior to their adoption by the Executive Director. BWI Marshall Airport business hours of operation will be 24 hours per day every day.

2. DISCUSSION

In recent years, MAA has seen an increase in our persons experiencing homelessness (PEH) population that dwells and lodges in BWI Marshall Airport continuously during all hours of the day. During 2023 and portions of 2024, there have been considerable increases in calls for service to police, paramedics, operations, and maintenance personnel which are directly attributable to PEH at BWI Marshall Airport. In addition, there have been several serious incidents involving our PEH community at BWI Marshall Airport including multiple arsons inside of the Airport, many drug overdoses to include several drug overdose deaths, and multiple arrests for criminal offenses ranging from aggressive panhandling to assaults and larcenies. In some instances, MDTA Police has needed to resort to the use of non-lethal force to affect the apprehension of combative individuals. On at least two occasions, major security violations occurred when a PEH breached exit lanes and entered the federally regulated areas. These breaches, if not quickly resolved by authorities, could have led to the halting of all passenger screening, re-screening of all

commercial air passengers in the terminals, and delays in entering this country through our Federal Inspection Station.

To address these issues, the MAA Office of Airport Security has developed a comprehensive community-driven strategy that enhances the quality of life for PEH and supports a safe and secure BWI Marshall Airport Operating environment. We have implemented a non-sustainable workforce pilot program in which we have surged BWI Operations Team Members, MDTA Police, BWI Fire & Rescue (FRD) and other service providers to complete documented PEH community policing engagements up to four (4) times per day 24/7. This pilot program reduces resources that are dedicated to passenger safety, security and emergency response missions. Key partners in developing all of our strategies include MDTA Police, BWI FRD and the Anne Arundel County Mental Health Crisis Response Team.

Also, the State of Maryland Department of Housing and Community Development (DHCD) provided subject matter expertise in developing and procuring a solutions contract to provide PEH outreach social services on the ground continuously at this Airport. Social services assistance such as shelter assistance, substance abuse treatment and mental health referrals are currently being provided to those individuals who accept these offered services. Finally, MAA partnered with the DHCD during 2019 and executed an MOU to continuously collaborate on solutions that address our PEH challenges.

The MAA proposal to amend COMAR 11.03.01.13 "Public Hours of Operations" to "Business Hours of Operation" at the Airport was approved by the Maryland Aviation Commission on February 19, 2025. The required Maryland Register thirty (30) day public commitment period was executed online between June 13, 2025, and closed on July 13, 2025. No public comments were received.

PROPOSED CHANGES TO COMAR

COMAR 11.03.01.13

.13 Business Hours of Operation of the Terminal and Other Locations at the Airport.

Effective:

- A. General Regulations. The terminal at the Airport, the pedestrian bridges connecting the hourly garage at the Airport to the terminal, the hourly garage, the daily garage and the on-Airport consolidated rental car facility are open for business purpose only each day. No individual may enter or be present in the terminal, pedestrian bridges, hourly garage, daily garage or on-Airport consolidated rental car facility except:

- (1) Airline passengers and on-Airport consolidated rental car facility customers;

- (2) Individuals meeting, accompanying, or assisting passengers on an arriving or departing flight;
- (3) Individuals whose employment requires their presence in the terminal, pedestrian bridges, hourly garage, daily garage or on-Airport consolidated rental car facility; and
- (4) Other individuals specifically authorized by the Executive Director to enter and be present in some or all of these locations.

B. Violations.

(1) For purposes of this section, “authorized employee” means an employee of the Administration designated by the Executive Director to ask a person to leave the terminal, pedestrian bridges, hourly garage, daily garage or on-Airport consolidated rental car facility when the surrounding circumstances suggest that the person has no apparent lawful business to pursue at the terminal, pedestrian bridges, hourly garage, daily garage or on-Airport consolidated rental car facility.

(2) If a person refuses or fails to leave the terminal, pedestrian bridges, hourly garage, daily garage or on-Airport consolidated rental car facility upon proper request to do so by an authorized employee, the Airport Police shall be notified and the person shall be treated as a trespasser in accordance with Criminal Law Article, § 6-409, Annotated Code of Maryland.

3. CONCLUSION

The proposed BWI Marshall Airport COMAR 11.03.01.13 Business Hours of Operation at the Airport should be adopted as proposed.

4. RECOMMENDATION

MAA recommends that the Maryland Aviation Commission approve the proposed COMAR 11.03.01.13 Business Hours of Operation at the Airport and authorize MAA to proceed with the promulgation process.

Approved _____ Disapproved _____ Date _____

TAB C

Maryland Department of Transportation
Maryland Aviation Administration
Decision Paper

Proposed Amendments to COMAR – Control of Vehicular Traffic on the Air Operations Area

Baltimore/Washington International Thurgood Marshall Airport (BWI Marshall Airport)

1. SUBJECT/ISSUE

The Maryland Aviation Administration (MAA) Office of Airport Operations is tasked with providing a safe and efficient operating environment for tenants, employees, and customers at BWI Marshall Airport. Maintaining a safe and efficient operating environment is accomplished through the regulation of vehicular traffic and parking on the movement and non-movement areas of the Airport. Authority to operate on these areas is controlled by MAA under COMAR 11.03.01.04 (A), (L).

Pursuant to Annotated Code of Maryland, Transportation §5-208, MAA has the authority to adopt regulations necessary to protect the general public's safety, the safety of persons who operate, use, or travel in aircraft, or the safety of persons and property on land or water. To promote this goal of providing a safe and efficient airport operating environment, the MAA is authorized to perform any act, issue, and amend any order, adopt and amend any general or special rule, regulation, or procedure, and establish any minimum standard consistent with this title and necessary to perform its duties and carry out the provisions of this title. See § 5-208(a)(2).

MAA proposes to amend COMAR. In accordance with Transportation Article S5-201 (b)(2), Annotated Code of Maryland, the Commission shall approve regulations for the operation of State-owned airports prior to their adoption by the Executive Director.

2. Discussion

MAA proposes the adoption of COMAR 11.03.01.01 (B) (1) and (22), to update the definition of abandoned and derelict vehicles and equipment. MAA also proposes the adoption of COMAR 11.03.01.04 (T) (1), (2), and (3) to establish a directive to prohibit the parking of abandoned, derelict, inoperable and surplus motor vehicles and equipment. This directive also serves to provide the regulatory authority to remove these vehicles and equipment from the Air Operations Area at the owner's expense. In addition to the update of the vehicle and equipment definitions, these proposed amendments serve to articulate the circumstances of when and how vehicles and equipment can be removed from the Airport.

The existing regulations related to the Control of Vehicular Traffic on the Air Operations

Area require amendment to better reflect the current parking space available on the Air Operations Area and the current volume of vehicles and equipment on the Air Operations Area. The volume of vehicles and equipment found on the Air Operations Area is directly related to the increased number of airlines operating at BWI Marshal

Airport and the associated number of ground service providers servicing these airlines. Construction and development on the Air Operations Area has further constricted the space available to safely park and operate an excess of abandoned, derelict, and redundant vehicles and equipment.

The MAA proposal to amend COMAR 11.03.01.01 (B) (1), (2) “Definitions” and COMAR 11.03.01.04 (T) (1), (2), (3) “Control of Vehicular Traffic on the Air Operations Area” at the Airport was approved by the Maryland Aviation Commission on February 19, 2025. A Public Hearing was held on July 22, 2025, and the required Maryland Register thirty (30) day public comment period was executed between August 8, 2025, and closed on September 8, 2025. No public comments were received.

3. Proposed Changes to COMAR

The following changes are proposed for COMAR 11.03.01.01.

.04 Definitions Added

- A. Abandoned – means forsake, desert, give up and surrender one’s claim or right.
- B. Derelict – means very poor condition as a result of disuse and neglect.

The following changes are proposed for COMAR 11.03.01.04

Section A-M (Unchanged)

Section N. -S. Repair of Motor Vehicles. Cleaning, repairing, maintaining, or overhauling of motor vehicles or other equipment is prohibited on the air operations area, except in an approved shop area.

(T) Abandoned, Derelict, Inoperable and Surplus Motor Vehicles and Equipment.

1. Abandoning or parking a derelict, inoperable, or surplus motor vehicle or equipment on the Air Operations Area is prohibited. The Airport Director, or the Airport Director’s designee, may remove from the Air Operations Area, any motor vehicle or equipment that is abandoned, derelict, inoperable, or surplus and which presents an operational or security problem for the Air Operations Area. The owner of a motor vehicle or equipment that has been removed pursuant to this regulation shall be held liable for the reasonable costs of the removal and storage of the motor vehicle and/or equipment.

2. Airport tenants are responsible for the prompt removal of abandoned, derelict, inoperable, or surplus motor vehicles and equipment from their leased premises, at the owner’s expense.

3. The Airport Director or Airport Director’s designee will attempt to identify the owner of any abandoned, derelict, inoperable, and surplus motor vehicles or equipment on the Air Operations Area and any which present an operational or security

concern on the Air Operations Area. The Airport Director or Airport Director's designee will attempt to contact the owner via certified mail, return receipt requested, bearing a postmark of the USPS, no less than thirty days to prior to removal, using the most updated tenant provided contact information. The Airport Director or Airport Director's designee will maintain the certified mail receipts. A removal notice shall also be posted on the windshield of any motor vehicle and on the most visible surface of equipment deemed to be abandoned, derelict, inoperable, and surplus and any which present an operational or security concern on the Air Operations Area.

4. Conclusion

MAA recommends that the regulation amendments should be adopted as proposed in the Maryland Register.

5. Recommendation

MAA recommends that the Maryland Aviation Commission approve the proposed amendments COMAR 11.03.01.01 (B)(1), COMAR 11.03.01.01(B)(22), COMAR 11.03.01.04(T)(1), COMAR 11.03.01.04(T)(2), and COMAR 11.03.01.04(T)(3).

Approved _____ Disapproved _____ Date _____