

ITEM 4

**TECHNICAL REPORT
UCED 2024/25-10**

**A STRATEGIC PLAN FOR THE NEVADA AIR SERVICE
DEVELOPMENT COMMISSION FOR 2025 THROUGH 2030:
THE CORE VALUES, MISSION AND VISION STATEMENTS,
AND STRATEGIC GOALS**



UNIVERSITY OF NEVADA, RENO

A STRATEGIC PLAN FOR THE NEVADA AIR SERVICE DEVELOPMENT COMMISSION FOR 2025 THROUGH 2030: THE CORE VALUES, MISSION AND VISION STATEMENTS, AND STRATEGIC GOALS

Nathan G. Strong

And

Finn Breuner

Nathan G. Strong is a Strategic Planning and Economic Development Program Coordinator with the University Center for Economic Development, College of Business at the University of Nevada, Reno.

Finn Breuner is a Graduate Research Assistant with the University Center for Economic Development, College of Business at the University of Nevada, Reno.

March 2025

This publication, *A Strategic Plan for the Nevada Air Service Development Commission for 2025 through 2030: The Core Values, Mission and Vision Statements, and Strategic Goals*, was published by the University Center for Economic Development in the College of Business at the University of Nevada, Reno. This publication's statements, findings, conclusions, recommendations, and/or data represent solely the findings and views of the authors and do not necessarily represent the views of the Nevada Air Service Development Commission, the Nevada Governor's Office of Economic Development, the University of Nevada, Reno, or any reference sources used or quoted by this study. Reference to research projects, programs, books, magazines, or newspaper articles does not imply an endorsement or recommendation by the authors unless otherwise stated. Correspondence regarding this document should be sent to:

Frederick A. Steinmann, DPPD
University Center for Economic Development
University of Nevada, Reno
The College of Business
Mail Stop 0024
Reno, Nevada 89557
Phone: 775.784.1655



UCED
University of Nevada, Reno
University Center for Economic Development
The College of Business

TABLE OF CONTENTS

Table of Contents	iv
List of Figures	v
Nevada Air Service Development Commission Strategic Plan, 2025 through 2030	2
1.0 Introduction	4
Overview	4
2.0 Organizational Strengths, Weaknesses, Opportunities and Threats Analysis	7
2.1 Strengths of the Nevada Air Service Development Commission	7
2.2 Weaknesses of the Nevada Air Service Development Commission	8
2.3 Opportunities for the Nevada Air Service Development Commission	9
2.4 Threats Facing the Nevada Air Service Development Commission	11
3.0 Priority Issues for 2025 through 2030	13
4.0 Development of Core Values, Strategic Mission and Vision Statements, and Strategic Goals	17
4.1 Development of a List of Core Organizational Values	17
4.2 Development of an Organizational Strategic Mission Statement	18
4.3 Development of an Organizational Strategic Vision Statement	19
4.4 Development of a Set of Organizational Strategic Goals	19
5.0 A Strategic Plan for the Nevada Air Service Development Commission, 2025 through 2030	21
5.1 Core Values of the Nevada Air Service Development Commission	21
5.2 Strategic Mission Statement of the Nevada Air Service Development Commission	22
5.3 Strategic Vision Statement of the Nevada Air Service Development Commission	22
5.4 Strategic Goals for the Nevada Air Service Development Commission	23

LIST OF FIGURES

2.1	Organizational Strengths of the Nevada Air Service Development Commission	8
2.2	Organizational Weaknesses of the Nevada Air Service Development Commission	9
2.3	Potential Opportunities for the Nevada Air Service Development Commission	10
2.4	Potential Threats Facing the Nevada Air Service Development Commission	12

ACKNOWLEDGEMENTS

Approved by the Nevada Air Service Development Commissioners on April 25, 2025.

Reece Keener, Chair

Tina Iftger, Vice-Chair

Kenneth Moen

Scott Kichline

Christopher Abraham

Curtis Hортan

Jane Moon

Tom Burns, GOED Executive Director

Nevada Air Service Development Commission Strategic Planning Committee Workshop
January 31, 2025

A special thank you to everyone that participated in the strategic planning workshop.

Nevada Air Service Development Commission

Strategic Plan for 2025 through 2030

Core Values

Collaboration and Partnership, Economic and Community Impact, Innovation and Sustainability, Accountability and Transparency, Excellence in Service, and Accessibility

Mission

To enhance Nevada's connectivity, economic vitality, and global competitiveness by fostering sustainable air service development, supporting community and industry needs, and driving innovation in aviation across the state.

Vision

Over the next five years, the Nevada Air Service Development Commission will have secured sustainable funding sources for the Nevada Air Service Development Fund and demonstrated success through expanded Nevada air service leveraging grant funded initiatives.

Nevada Air Service Development Commission

Strategic Plan for 2025 through 2030

Organizational Goals

Goal No. 1: During the 2025 Nevada legislative session the Nevada Air Service Development Commission will work to secure appropriations of \$10 million in funding for the Nevada Air Service Development Fund to increase Nevada's competitive position relative to all other states and enable the Commission to evaluate grant opportunities.

Goal No. 2: By 2026, the Nevada Air Service Development Commission will establish criteria for grants awarded using the Nevada Air Service Development Fund. Criteria will include but not be limited to applicants providing market demand data to determine viability and sustainability in underserved areas.

Goal No. 3: Working collaboratively during the 2025 Nevada legislative session, the Nevada Air Service Development Commission will establish criteria and the cadence for reporting to the Nevada Legislature for the next five-years.

Goal No. 4: Over the next five years, members of the Nevada Air Service Development Commission will support the Governor's Office of Economic Development to develop systems and processes to ensure the Commission's proper operation and administration.

1.0 Introduction

Overview

What is strategy? According to John E. Gamble, Margaret A. Peteraf, and Arthur A. Thompson, in their 2015 book, *Essentials of Strategic Management: The Quest for Competitive Advantage*, “A strategy is a way of describing **how** you are going to get things done. It is less specific than an action plan (which tells the who-what-when); instead, it tries to broadly answer the question, ‘How do we get there from here?’ Do we want to take the train? Fly? Walk?” In short, a strategic plan provides an organization with a fundamental affirmation of the organization’s core values, strategic mission, and strategic vision while outlining the goals, objectives, and implementation measures the organization will attempt to achieve and implement over the strategic planning horizon.

Typically, a strategic plan includes three basic elements. First, the strategic plan is a recognition of the existing barriers an organization faces and the resources the organization has at its disposal to achieve strategic objectives. Second, the strategic plan is generally tied to an overall vision, mission, and a set of clearly defined objectives. And third, the strategic plan provides direction to the organization for the organization’s future planned initiatives focusing on providing information, enhancing support, removing barriers, and providing resources to different parts of the organization and key stakeholders who have an interest in the achievement of the strategic plan.

When evaluating and developing a strategic plan, five basic questions must be answered, including:

- Does the strategic plan give overall direction to the organization? The strategic plan should point out the overall path without dictating a particular narrow approach.
- Does the strategic plan realistically fit available resources with identified opportunities? The strategic plan should take advantage of current resources and assets while embracing new opportunities for growth and success.
- Does the strategic plan minimize existing and future resistance and barriers the organization currently confronts and may have to address in the future? The strategic plan should keep in mind that opposition and resistance to implementation of the strategic plan is inevitable. Good strategic plans should attract allies and deter opponents.
- Does the strategic plan reach those that may be affected, positively and negatively, by implementing the strategic plan? The strategic plan should connect the intervention with

those who it should benefit while minimizing potential negative impacts to those impacted by the plan.

- Does the strategic plan advance the strategic mission of the organization? The strategy should make a difference on the mission of the organization while enabling the organization to achieve stated goals and objectives.

Unlike strategic plans for private sector firms, the strategic plans of local governments and public agencies, like the Nevada Air Service Development Commission, cannot be separated from the community and environment in which the organization exists and operates. As part of the organization's first strategic plan the Nevada Air Service Development Commission will strive to improve organizational efficiency and effectiveness while improving public accountability and responsibility. As part of the aviation industry in which it operates the Nevada Air Service Development Commission is aware of the existing culture and community identity of state agencies and strives to expand and improve the organization's provision and delivery of public services as the air service industry continues to grow and change.

The Nevada Air Service Development Commission was created during the 2023 Nevada Legislative Session through the passage of Assembly Bill 58 which became effective on July 1, 2023. The Commission is established statutorily in NRS 231.600 through 231.730 and is statutorily empowered to oversee and administer the Nevada Air Service Development Fund through the awarding of grants that meet specific funding criteria. The Nevada Air Service Development Commission is also required to prepare and submit an annual report to the Director of the Legislative Council Bureau that details Commission activities for the prior calendar on or before February 1 of each year. Following the appointment of eligible candidates to the Nevada Air Service Development Commission in 2023 and 2024, faculty at the University Center for Economic Development were contacted by representatives from the Governor's Office of Economic Development on behalf of the Nevada Air Service Development Commission to develop an initial general organizational strategic plan.

In 2025, the Governor's Office of Economic Development entered an interlocal contract with the University Center for Economic Development, part of the College of Business at the University of Nevada, Reno, to assist in the development of a new five-year organizational strategic plan for the Nevada Air Service Development Commission for 2025 through 2030. As part of this initiative, University Center for Economic Development faculty facilitated a virtual strategic planning workshop on January 31, 2025, with the Nevada Air Service Development Commission represented by its strategic planning committee members as workshop participants.

The virtual strategic planning workshop provided strategic planning committee members the opportunity to evaluate existing organizational culture and existing industry and organizational conditions, specifically through the completion of an initial Strengths, Weaknesses, Opportunities, and Threats (SWOT) analysis for the Nevada Air Service Development Commission. Workshop participants refined set of core values, adopted a five-year strategic mission statement and five-year strategic vision statement for the Nevada Air Service Development Commission, and developed a set of new organizational strategic goals tied to the strategic mission and vision statements developed during the strategic planning workshop. The

initial set of goals was tied directly to activities representatives for the Nevada Air Service Development Commission will endeavor to fulfill during the 2025 Nevada State Legislative Session. The Nevada State Legislature convenes every odd year in Carson City for a single 120-day session. The session begins in February and wraps up in June, just prior to the Nevada State Fiscal Year beginning July 1 of each year. Working with personnel in the Nevada Governor's Office of Economic Development and representatives from the Nevada Air Service Development Commission, faculty from the University Center for Economic Development will facilitate annual updates to this organizational strategic plan each January. These updates may include the revision of some or all elements from this new organizational strategic plan, including drafting new organizational goals based upon results from the prior legislative session, in anticipation of the upcoming legislation session, or other activities conducted by the Nevada Air Service Development Commission during each biennium.

This University Center for Economic Development technical report provides a comprehensive summary of the strategic planning work completed by Nevada Air Service Development Commission strategic planning committee members during the virtual strategic planning workshop held on January 31, 2025. Section 2.0 of this University Center for Economic Development technical report presents a comprehensive summary of the organizational Strengths, Weaknesses, Opportunities, and Threats analysis of the Nevada Air Service Development Commission completed by workshop participants during of the virtual strategic planning workshop held on January 31, 2025. Section 3.0 of this University Center for Economic Development technical report presents a summary of the initial series of priority issues as identified by workshop participants that will be the primary focus of this new five-year organizational strategic plan. Section 4.0 of this University Center for Economic Development technical report presents a summary of the initial development of a set of organizational core values and a summary of the initial development of a strategic mission statement, strategic vision statement, and a set of initial organizational strategic goals. Section 5.0 of this University Center for Economic Development technical report presents the various elements of the Nevada Air Service Development Commission's new five-year organizational strategic plan including the final core values, the new strategic mission statement and strategic vision statement, the final initial organizational strategic goals. Each element of Section 5.0 will be evaluated annually based upon the results from the preceding Nevada State Legislative Session or in preparation for the upcoming Nevada State Legislative Session, and the results of all statutory activities completed by the Nevada Air Service Development Commission during the preceding calendar year.

2.0 Organizational Strengths, Weaknesses, Opportunities, and Threats Analysis

As part of the virtual organizational strategic planning workshop held on January 31, 2025, workshop participants were asked to identify specific and existing organizational strengths and weaknesses and specific opportunities and threats that the Nevada Air Service Development Commission could potentially take advantage of or may have to mitigate and address as part of this new five-year organizational strategic plan. *Strengths* are defined as existing characteristics of the Nevada Air Service Development Commission that give it a competitive advantage and allows it to produce value while *weaknesses* are defined as existing characteristics of the Nevada Air Service Development Commission that place the organization at a disadvantage or prohibits the organization from producing value. While organizational strengths and weaknesses are existing and internal characteristics of the Nevada Air Service Development Commission, opportunities and threats are external conditions that may or may not occur but could be either advantageous or disastrous. *Opportunities* are defined as external environmental conditions that the Nevada Air Service Development Commission could potentially take advantage of while *threats* are defined as external environmental conditions that could derail the efforts of the Nevada Air Service Development Commission to manage the Nevada Air Service Development Fund and address Nevada's aviation sector needs over the next five years.

2.1 Strengths of the Nevada Air Service Development Commission

Figure 2.1 presents a word cloud summarizing the existing organizational strengths of the Nevada Air Service Development Commission as identified by workshop participants. Single words mentioned more frequently appear in a larger size.

Workshop participants highlighted the support the Nevada Air Service Development Commission enjoys within the aviation industry sector, including among other established aviation groups, and numerous other interconnected organizations and government agencies across the state, within the regional, and nationwide. Specifically, participants highlighted that the Commission's placement within the Governor's Office of Economic Development reflects the governor and legislature's recognition of air service development and expansion as a key driver of statewide economic growth. Workshop participants saw the Commission's membership as a strength, emphasizing that they and the commissioners are knowledgeable industry leaders who represent diverse stakeholders and bring valuable expertise from across Nevada's vast geography. This diversity among Commissioners creates a solid foundation, representing various sectors and organizations across the state—both directly and indirectly linked to the air service industry—while fostering connections that open avenues of support from regional stakeholders. Finally, workshop participants agreed that the economic impact the Commission could provide through its management and administration of the Nevada Air Service Development Fund would be felt across other sectors, enabling awardees to leverage potential matches available to their

organizations and support a critical driver in Nevada's economy for tourism, business travel, and regional connectivity.

Figure 2.1 – Organizational Strengths of the Nevada Air Service Development Commission



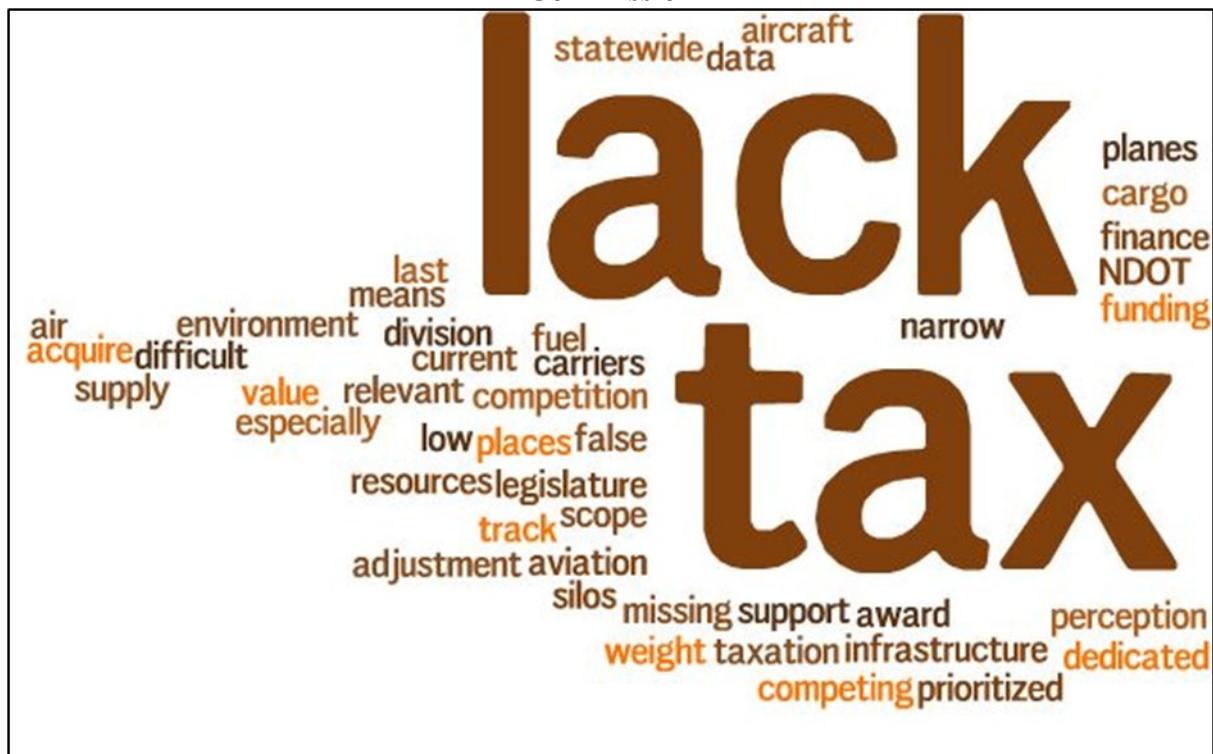
2.2 Weaknesses of the Nevada Air Service Development Commission

Figure 2.2 presents a word cloud summarizing the existing organizational weaknesses of the Nevada Air Service Development Commission as identified by workshop participants. Single words mentioned more frequently appear in a larger size.

Workshop participants identified the inability to fulfill its statutory purpose—managing and administering the Nevada Air Service Development Fund—as the major weakness of the Nevada Air Service Development Commission as the Nevada Air Service Development Fund currently lacked funding. Without dedicated financial support, from the legislature or other sources, the Commission will remain limited in implementing any strategic air service initiatives across Nevada. Workshop participants also noted an existing false perception of financial support from the legislature services only to compound this primary weakness. The narrowly defined statutory scope of the Commission was also identified by workshop participants as a weakness because it limits executive branch support to secure necessary resources and policy backing. The participants cited the lack of a dedicated aviation division within the Nevada Department of Transportation as structural evidence of this weakness within Nevada's executive branch. Workshop participants also identified systemic and structural weaknesses within the aviation sector that included existing gaps in aviation infrastructure, lack of competition among air service carriers, and a constrained aircraft supply leading to industry-wide competition for

available planes. Workshop participants identified numerous funding weaknesses that they also considered potential threats in this analysis. The low tax environment enjoyed by Nevada businesses and residents has created competition in the prioritization of existing, extremely limited state fiscal resources. This weakness was specifically highlighted by participants who noted the last statewide aviation fuel tax adjustment occurred following the 1991 Nevada legislative session. Workshop participants identified difficulties in acquiring relevant data to justify funding requests as additional weaknesses. Industry siloing within aviation—spanning access to accurate finance and taxation amounts to the standard tracking of air cargo by value rather than weight—hinders the ability for Nevada Air Service Development Commission to craft a coherent narrative to secure funding for the Nevada Air Service Development Fund.

Figure 2.2 – Organizational Weaknesses of the Nevada Air Service Development Commission



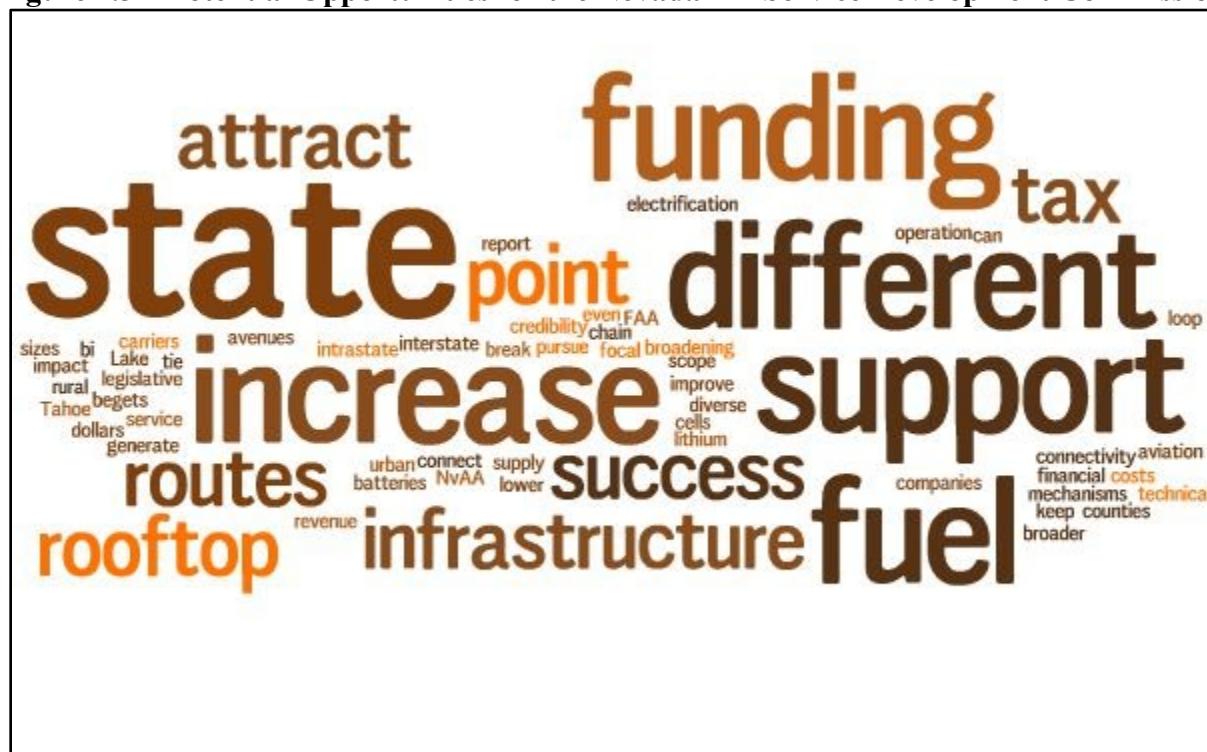
2.3 Opportunities for the Nevada Air Service Development Commission

Figure 2.3 presents a word cloud summarizing the possible opportunities that the Nevada Air Service Development Commission could potentially take advantage of as identified by workshop participants. Single words mentioned more frequently appear in a larger size.

Workshop participants were able to identify more opportunities than any other element as part of their organizational SWOT analysis. Foremost as part of the new five-year strategic plan workshop participants identified key opportunities for the Commission in its role managing the Nevada Air Service Development Fund. As noted in the evaluation of strengths and weaknesses, the Fund's existence is established by Nevada Revised Statutes, however, it currently lacks grant

funding. However, participants noted several legislative avenues exist to pursue funding, including potential aviation fuel tax adjustments. As prior noted, the last statewide adjustment occurred in 1991, but future legislative sessions could evaluate and adopt increases. Additionally, county governments have the statutory authority to implement aviation fuel tax increases, which could provide both restricted and unrestricted funding for the Nevada Air Service Development Fund.

Figure 2.3 – Potential Opportunities for the Nevada Air Service Development Commission



Beyond organizational opportunities centered around funding workshop participants noted the opportunity for its members to raise the Commission’s profile and become a focal point for aviation in the state of Nevada. Doing so provides opportunity for the Commission to increase its credibility and attract additional forms of financial support, and any increase in the Commission’s impact upon the aviation sector would present an opportunity to broaden the organization’s narrow scope. Geographically, workshop participants highlighted the opportunity to increase connectivity within Nevada through expansion of intrastate routes connecting rural and urban areas of different sizes. Workshop participants referred to Lake Tahoe specifically as it is located between Nevada and California and currently enjoyed support from both states. Workshop participants also identified the expansion of rooftop-to-rooftop air services within local geographies as an opportunity. Beyond opportunities presented by infrastructure expansion and improvements to existing infrastructure, workshop participants were keen to the Commission’s ability to be active within the electrification infrastructure as the aviation sector further adopts measures leading to expanded use of fuel cells or batteries. In addition to the Nevada Governor’s Office of Economic Development being a key consortium member of the “Nevada Lithium Batteries and Other Electric Vehicle Materials Loop” Regional Technology

and Innovation Hub led by the University Center for Economic Development in the College of Business at the University of Nevada, Reno, according to its current statewide five-year Comprehensive Economic Development Strategy, *Realizing Nevada's Electric, Innovative, and Connected Future*, "Nevada will be ground zero for the energy transition." As an organization housed under the office, the Nevada Air Service Development Commission is positioned perfectly with the opportunity to represent state aviation interests in those activities. Workshop participants highlighted indirect economic impact opportunities, including utilizing in-state labor and resources for projects funded by the Nevada Air Service Development Fund, keeping capital within Nevada. Participants also noted that air service development improvements could distribute shared costs across the sector, lowering operating expenses improving cost efficiencies and enhancing financial viability potentially enabling smaller firms to reach the break-even point. In summary, workshop participants emphasized that the opportunity for Commission success directly contributes to the opportunity for overall success within the entire air service industry.

The recently published University Center for Economic Development technical report, "An Assessment of State Aviation Departments in the Western and Intermountain Western United States and an Assessment of the Economic Impact of Nevada's Aviation Industry Sector", highlighted several key opportunities for the Nevada Air Service Development Commission to contribute towards ensuring the long-term sustainability and competitiveness in Nevada's aviation industry. That University Center for Economic Development technical report identifies several areas where the Commission has opportunity to make a positive impact, including maximizing funding opportunities, infrastructure improvements and expansion, expanding cargo operations, supporting public safety, and strengthening workforce development. Through its management of the Nevada Air Service Development Fund, the Commission can assist in the establishment of dedicated funding structures within Nevada to match federal funding sources, ensuring the state fully leverages available resources. Targeted infrastructure investments, including those support by the Nevada Air Service Development Fund, will enhance air service viability and sustainability in underserved areas. Expanding cargo operations will help diversify and strengthen the industry, while improvements in public safety and weather monitoring services can support overall operational efficiency. As representatives from key industry stakeholders, Commission members can contribute valuable insights into staffing needs within the public aviation sector, support pilot training programs, and collaborate with other stakeholders on aviation industry outreach and marketing initiatives.

2.4 Threats Facing the Nevada Air Service Development Commission

Figure 2.4 presents a word cloud summarizing the potential threats that the Nevada Air Service Development Commission may have to address of as identified by workshop participants. Single words mentioned more frequently appear in a larger size.

The greatest threat identified by workshop participants facing the Nevada Air Service Development Commission is the lack of funding for the Nevada Air Service Development Fund and the potential failure to grow it biennially in line with increasing demand for air service development improvement  Additionally, participants noted any loss of funding in external grant sources used for matching funds would further diminish the Fund's impact. These funding

vulnerabilities are critical, as the Commission's statutory purpose is tied to awarding grants through the Fund—without funding, it cannot fulfill its mandate. Should this be the case, workshop participants concluded that external threats would continue to grow. Workshop participants identified several of those threats to the aviation community, included the decline, aging, and lack of new infrastructure resulting in further air service degradation. Participants noted any reduced sector capacity could also create airspace challenges such as deconfliction issues. Remote connectivity poses a threat identified by workshop participants noting that it diminishes travel demand while alternative transportation modes offering lower costs at the expense of longer travel times pose additional competition. Rising costs—including fuel, insurance, and labor (subject to union renegotiations)—threaten further strain upon the industry as noted by participants, and a limited aircraft supply and lack of carrier competition, with SkyWest identified as the primary rural provider, exacerbate sector challenges. Plus, participants stated an industry shift toward larger aircraft is eliminating the supply of smaller, non-pressurized planes which typically serve shorter commercial routes. The greatest risk communicated, however, is the Commission's potential failure to deliver meaningful outcomes. Workshop participants emphasized that developing and adhering to a clear mission and vision is a critical first step in addressing these threats, ensuring advocates have a strong, unified voice.

Figure 2.4 – Potential Threats Facing the Nevada Air Service Development Commission



3.0 Priority Issues for 2025 through 2030

During the organizational strategic planning workshop held virtually on January 31, 2025, workshop participants developed a series of priority issues for the Nevada Air Service Development Commission for this initial organizational strategic plan. These priority issues serve as the foundation upon which the Commission's new strategic mission and strategic vision statements along with the new organizational strategic goals have been built upon. Ultimately, seven specific priority issues were agreed upon by workshop participants to serve as the foundational guidance for specific actionable items that the Nevada Air Service Development Commission will seek to address over the next five years. These seven specific priority issues, ranked in general order of importance, are:

- ***Priority Issue No. 1, 2025 through 2030:*** Funding

Repeatedly highlighted in the organizational Strengths, Weaknesses, Opportunities, and Threats analysis as summarized in Section 2.0 of this University Center for Economic Development technical report, the Nevada State Air Development Commission was statutorily established to oversee and administer the Nevada State Air Development Fund which initially had no balance of funding. ~~During the 2025 Nevada legislative session, securing funding for the Nevada Air Service Development Fund is essential, followed by biennial allocations in successive legislative sessions to meet increasing demand for air service improvements.~~ To ensure long-term stability, the Commission must also pursue funding sources beyond legislative pathways by engaging industry firms and similarly aligned associations. Grants awarded from the Nevada Air Service Development Fund will drive industry expansion, potentially generating additional revenue streams and further strengthening the impact of the Nevada Air Service Development Commission's activities. Sustaining and growing the Nevada Air Service Development Fund will ensure long-term stability and allow the Commission to fulfill its statutory mission of advancing Nevada's air service industry through strategic investments.

- ***Priority Issues No. 2, 2025 through 2030:*** Air Service Growth

Through its actions administering the Nevada Air Service Development Fund, the Nevada Air Service Development Commission will strategically award the necessary funding for numerous projects benefiting air service development throughout the state of Nevada. Without supplemental funding the air service industry will continue to be subject to market forces and other outside economic factors. However, grants awarded from the Nevada Air Service Development Fund can be used to promote sustained air service improvements, support air carrier start-up costs, and enhance air service routes that serve public use airports. These investments allow other funding opportunities to be leveraged while fostering stable growth in Nevada's air service industry. As firms and users benefit from industry expansion, they will in turn bolster support for Nevada Air Service

Development Commission activities and sustained support for its mission in the community.

- ***Priority Issues No. 3, 2025 through 2030:*** Economic Development

Targeted public investments in the air service industry can generate widespread economic benefits. Enhanced air service strengthens providers by increasing passenger and cargo capacity, improving operational efficiency, and expanding market reach. Stability among air service providers strengthens linkages with other sectors and fosters business growth among suppliers, including fuel providers, parts manufacturers, and maintenance services. This economic expansion bolsters public sector resources and drives broader regional development. Through its administration of the Nevada Air Service Development Fund, wherever the Nevada Air Service Development Commission can ensure air service development success, the local, state, regional and industry-wide economy will thrive.

- ***Priority Issues No. 4, 2025 through 2030:*** Community and Stakeholder Engagement

Over the next five years, community and stakeholder engagement efforts should focus on understanding the evolving needs of both the air service industry and the communities it serves. Beyond industry stakeholders, the Nevada Air Service Development Commission must communicate how its activities benefit individuals and businesses across the state. A clear, well-articulated message about the Commission's mission and vision will help build public support for its statutory role and long-term sustainability.

Improved air service can provide tangible benefits, such as shorter flights connecting Nevada's vast geography—like establishing a route between Elko and Reno to complement the existing Elko-Salt Lake City flight. Expanding air service across industries such as medical transport and mining will further increase its impact and attract support for multi-user projects. Improvements to intrastate, domestic, and international air service supported by the Nevada Air Service Development Fund ensure that the Commission's impact extends beyond Nevada's borders and strengthens connections to key markets and destinations. The Nevada Air Service Development Commission, by statute, includes key stakeholder representation from the Nevada Commission on Tourism, the Nevada Aviation Association, the Reno-Tahoe Airport Authority, the Nevada Resort Association, the Nevada Association of Counties, and the Nevada League of Cities. These entities ensure air service expansion aligns with broader economic and regional development goals. Additionally, Commission membership must include representation from both a county with fewer than 100,000 residents and a county with over 700,000, ensuring rural communities have a voice alongside Nevada's metropolitan areas.

Beyond its membership the Nevada Air Service Development Commission can strengthen engagement by working with cities, counties, media outlets, and service organizations. Public presentations, outreach campaigns, and strategic partnerships can

encourage community members and stakeholders to advocate for improved air service and increased legislative funding. By fostering these connections, the Commission can drive meaningful progress in Nevada's air service development and strengthen the state's position in the larger aerospace sector.

- ***Priority Issues No. 5, 2025 through 2030:*** Workforce Development

Targeted public investments in the air service industry will also create workforce development opportunities by expanding jobs in aviation, maintenance, logistics, and related sectors. As air service providers grow, so do the demands for skilled workers, strengthening linkages with training programs, apprenticeship pipelines, and technical education initiatives. Increased economic activity supports expansion of workforce development resources, and in a thriving economy, people are the most valuable resource. Continued investment will ensure businesses have access to a qualified workforce, fueling long-term industry success. Through its administration of the Nevada Air Service Development Fund, wherever the Nevada Air Service Development Commission fosters industry growth, workforce opportunities expand and strengthen the local, state, regional and industry-wide economies.

- ***Priority Issues No. 6, 2025 through 2030:*** Infrastructure

Addressing aging air service infrastructure while developing modern facilities is key to meeting Nevada's future air service demands. As a member organization of the Nevada Air Service Development Commission, the Nevada Aviation Association outlined in its 2020 strategic plan a goal to sustain and improve airport infrastructure, with specific tasks that include the pursuit of permanent state funding for Federal Aviation Administration matching grants and the exploration of additional funding sources. The Nevada Air Service Development Commission can support the strategic implementation of these improvements by awarding funds from the Nevada Air Service Development Fund, which can supplement or leverage other funding opportunities to enable air service entities implement prioritized projects. These enhancements benefit not only travelers but also businesses, public safety operations, and economic development, ensuring both immediate gains and long-term sustainability.

- ***Priority Issues No. 7, 2025 through 2030:*** Prioritized Legislative Support

~~In each biennial Nevada legislative session, the Nevada Air Service Development Commission must actively pursue all available pathways to secure legislative support for air service development in Nevada.~~ Without robust legislative backing, the Commission risks becoming irrelevant and losing its ability to effect meaningful change. To ensure maintained support, the Commission must strategically align with key political champions within the Nevada State Legislature, working collaboratively to guarantee attention to air service industry needs continues. While securing short-term funding remains a critical priority, the Commission's role extends beyond focusing on the Nevada Air Service Development Fund, as members must also advise legislators on policy

changes that will enhance Nevada's position in the broader aerospace sector and support long-term air service development across the state. By fostering strong legislative partnerships and advocating for policies that align with Nevada's evolving needs, the Nevada Air Service Development Commission can secure the resources and momentum necessary to advance its mission.

As with each critical element of the Nevada Air Service Development Commission's initial organizational strategic plan for the five-year period 2025 through 2030, each of the seven priority issues identified by workshop participants will be reviewed and evaluated on an annual basis. Over the next five years, certain priority issues might be revised, replaced, and altogether dropped in favor of new priority issues as the Nevada Air Service Development Commission's internal and external environmental conditions change over the course of the new five-year strategic planning horizon. The priority issues served as a basis upon which the organizational strategic mission and vision statements and individual strategic goals were developed.

4.0 Development of Core Values, Strategic Mission and Vision and Strategic Goals

During the strategic planning workshop held virtually on January 31, 2025, workshop participants developed a list of core values, a strategic mission statement, a strategic vision statement, and a list of strategic goals for the Nevada Air Service Development Commission's new five-year strategic plan. This section presents a general summary of the work completed by workshop participants who participated in the virtual strategic planning workshop and presents the initial draft elements of the Nevada Air Service Development Commission's new five-year organizational strategic plan for 2025 through 2030. This section presents a general summary of the work completed by workshop participants who participated in the organizational strategic planning workshop facilitated by faculty from the University Center for Economic Development held virtually on January 31, 2025.

4.1 Development of a List of Core Organizational Values

Core values are the beliefs, traits, and behavioral norms that organizational personnel and members are expected to display in conducting the organization's functions and in pursuing its strategic mission and vision. Because core values are universal beliefs, traits, and behavioral norms that everyone within an organization is expected to display, most strategic plans include only four to eight core values.

Workshop participants who participated in the virtual strategic planning workshop were presented with six initial core values for the Nevada Air Service Development Commission's new five-year organizational strategic plan. Discussion among participants led to minor refinements in all but one of those core values as presented initially. Based on workshop participant consensus the six draft core values, included:

- ***Collaboration and Partnership:*** We believe in fostering strong relationships with stakeholders, including airports, airlines, government agencies, legislators, businesses, and communities. By working together, we create innovative solutions that benefit Nevada's air service infrastructure and drive shared success.
- ***Economic and Community Impact:*** We are dedicated to enhancing Nevada's economy and improving quality of life for its residents by expanding air service access, creating opportunities for growth, and supporting local businesses and industries retaining economic impact in the state of Nevada.

- ***Innovation and Sustainability:*** We embrace forward-thinking strategies and technologies to advance air service development while prioritizing environmental sustainability and long-term resilience in the aviation sector.
- ***Accountability and Transparency:*** In compliance with Nevada Open Meeting Law, we are committed to operating with integrity, transparency, and fiscal responsibility, ensuring that our actions align with the best interests of Nevada's communities and stakeholders.
- ***Excellence in Service:*** We strive for excellence in everything we do, from strategic planning to stakeholder engagement, ensuring high standards in air service development that meet Nevada's evolving needs through smart and strategic investments.
- ***Accessibility:*** We value access to air travel ensuring Nevada benefits from enhanced connectivity between rural, underserved, and metropolitan communities.

4.2 Development of an Organizational Strategic Mission Statement

A strategic mission statement typically describes the organization's present identity. Key elements of a properly developed strategic mission statement include direction on day-to-day activity and a foundation for future decision-making. Typical strategic mission statements focus on highlighting what makes the organization unique and competitive relative to other organizations.

During the virtual Nevada Air Service Development Commission organizational strategic planning workshop held on January 31, 2025, workshop participants were tasked with developing a new strategic mission statement. Workshop participants were presented with a draft strategic mission statement that participants agreed encapsulated the Nevada Air Service Development Commission's existing cause (Who are we? What is our purpose? Who do we serve?), current services, programs, and resources (What do we do?), and the impacts that the Commission, both directly and indirectly, has throughout the state and industry (What changes in our state and industry do we make for the better?). The draft strategic mission statement was embraced by the committee and adopted by consensus.

To enhance Nevada's connectivity, economic vitality, and global competitiveness by fostering sustainable air service development, supporting community and industry needs, and driving innovation in aviation across the state.

This new organizational strategic mission statement, as agreed upon by workshop participants and as part of this new five-year organizational strategic plan, signifies the identity the Nevada Air Service Development Commission from 2025 through 2030 for its commissioners and to outside entities engaged by the commissioners in their duties and is presented in Section 5.0 of this University Center for Economic Development technical report.

4.3 Development of an Organizational Strategic Vision Statement

An organizational strategic vision statement should describe the general direction of where the organization is headed and what the organization aims to achieve by the end of the strategic plan's five-year planning horizon. While falling short of providing day-by-day instruction, the strategic vision statement should provide a general overview of the desired course and direction the organization has charted. An effectively worded strategic vision statement should be graphic, directional, focused, flexible, feasible, desirable, and easy to communicate. The strategic vision statement provides *criteria* through which day-to-day activities and short-term decisions can be evaluated. Ultimately, day-to-day activities and short-term decisions are evaluated by how they contribute to the achievement of the desired course and direction described in the strategic vision statement. During the virtual Nevada Air Service Development Commission organizational strategic planning workshop held on January 31, 2025, workshop participants were tasked with developing a new strategic vision statement and were presented with a draft strategic vision statement.

Draft Vision Statement: To position Nevada as a global leader in air service innovation and connectivity, fostering economic growth, sustainability, and access to air travel for all communities statewide.

Each workshop participant's understanding of the nature and mission of the Nevada Air Service Development Commission contributed to discussion centered around this draft vision statement. In the end, workshop participants agreed to a concise vision statement, constrained by the statutory requirements stipulated in NRS 231.600 to 231.730 and driven by all seven of the priority issues presented in Section 3.0 of this University Center for Economic Development technical report.

Over the next five years, the Nevada Air Service Development Commission will have secured sustainable funding sources for the Nevada Air Service Development Fund and demonstrated success through expanded Nevada air service leveraging grant funded initiatives.

This revised draft vision statement, as agreed upon by workshop participants during the organizational strategic planning workshop held virtually on January 31, 2025, signifies an organizational direction and strategic destination for the Nevada Air Service Development Commission to achieve as an organization in concert with outside stakeholders and is presented in Section 5.0 of this University Center for Economic Development technical report.

4.4 Development of a Set of Organizational Strategic Goals

According to the US Department of Agriculture Rural Development's Stronger Economies Together (SET) strategic planning curriculum, SMART goals should be specific, measurable, attainable, relevant, and time framed. A *specific* goal clearly states what should be achieved and where efforts will be focused. A *measurable* goal provides a plan to track and assess progress made in achieving the goal and establishes milestones to be achieved during the strategic plan's

implementation. An *attainable* goal considers the availability of needed resources while also recognizing the factors that might prevent the organization from achieving the goal. A *relevant* goal provides an idea as to why it is important for the organization to achieve it by outlining the benefit of achieving the goal. A *time framed* goal is one that has a clearly defined target date for accomplishing the goal.

Workshop participants who participated in the organizational workshop on January 31, 2025, were presented with several goals developed by participants prior to the workshop being held. These goals reflected the aspirations of the Nevada Air Service Development Commission and conformed to the definitions of a SMART goal provided above. However, discussion among workshop participants led to the simplification of stated organizational goals. These goals, presented in Section 5.0 of this University Center for Economic Development technical report, reflect the nature of the Commission's statutory existence and are driven by requirements of the Commission stipulated in NRS 231.600 to 231.730. Specifically, the Nevada Air Service Development Commission exists to:

1. Oversee the Nevada Air Service Development Fund
2. Administer assets contained in the Nevada Air Service Development Fund
3. Receive applications for and award grants using monies contained in the Nevada Air Service Development Fund, and
4. Report to the Nevada State Legislature

A total of four draft strategic goals were developed by workshop participants to address the Commission's statutory requirements and obligations. As a statutory commission administered through the Governor's Office for Economic Development, workshop participants included as one of these draft strategic goals support for that organization. These initial goals were focused upon the upcoming 2025 legislation session with the understanding that funding of the Nevada Air Service Development Fund was directly correlated to the relevance of Nevada Air Service Development Commission. The refined organizational strategic goals are presented in Section 5.0 of this University Center for Economic Development technical report.

5.0 A Strategic Plan for the Nevada Air Service Development Commission, 2025 through 2030

The strategic plan for the Nevada Air Service Development Commission for the five-year period for 2025 through 2030 outlined in this section consists of a set of core values, a strategic mission statement, a strategic vision statement, and a set of organizational goals the Nevada Air Service Development Commission will strive to achieve beginning in 2025. Once adopted, it will be up to the Nevada Air Service Development Commissioners and administrative and managerial staff at the Nevada Governor's Office of Economic Development, working with various internal and external stakeholders, to more fully develop and initiate implementation of the organizational strategic goals.

5.1 Core Values of the Nevada Air Service Development Commission

For the five-year 2025 through 2030 strategic planning horizon, the Nevada State Air Service Commission will live and promote the values of ***Collaboration and Partnership, Economic and Community Impact, Innovation and Sustainability, Accountability and Transparency, Excellence in Service, and Accessibility.***

Workshop participants who participated in the virtual strategic planning workshop were presented with six initial core values for the Nevada Air Service Development Commission's new five-year organizational strategic plan. Discussion among participants led to minor refinements in all but one of those core values as presented initially. Based on workshop participant consensus the six draft core values, included:

- ***Collaboration and Partnership:*** We believe in fostering strong relationships with stakeholders, including airports, airlines, government agencies, legislators, businesses, and communities. By working together, we create innovative solutions that benefit Nevada's air service infrastructure and drive shared success.
- ***Economic and Community Impact:*** We are dedicated to enhancing Nevada's economy and improving quality of life for its residents by expanding air service access, creating opportunities for growth, and supporting local businesses and industries retaining economic impact in the state of Nevada.
- ***Innovation and Sustainability:*** We embrace forward-thinking strategies and technologies to advance air service development while prioritizing environmental sustainability and long-term resilience in the aviation sector.

- ***Accountability and Transparency:*** In compliance with Nevada Open Meeting Law, we are committed to operating with integrity, transparency, and fiscal responsibility, ensuring that our actions align with the best interests of Nevada's communities and stakeholders.
- ***Excellence in Service:*** We strive for excellence in everything we do, from strategic planning to stakeholder engagement, ensuring high standards in air service development that meet Nevada's evolving needs through smart and strategic investments.
- ***Accessibility:*** We value access to air travel ensuring Nevada benefits from enhanced connectivity between rural, underserved, and metropolitan communities.

These six core values are universal in that all commissioners and anyone who represents the Nevada Air Service Development Commission in an official capacity are expected to live up to and always emulate them when representing the Commission in either their appointed capacity or in their personal activities. Each core value represents the fundamental beliefs, traits, and behavioral norms that all personnel involved with, and the members of the Nevada Air Service Development Commission are expected to display in conducting the Commission's functions and in pursuing its strategic vision and mission, and in pursuit of the organizational strategic goals that are part of this new five-year organizational strategic plan.

5.2 Strategic Mission of the Nevada Air Service Development Commission

Based upon the draft strategic mission statement presented and adopted during the strategic planning workshop held virtually on January 31, 2025, the following will serve as the Nevada Air Service Development Commission's strategic mission statement for the five-year 2025 through 2030 strategic planning horizon:

To enhance Nevada's connectivity, economic vitality, and global competitiveness by fostering sustainable air service development, supporting community and industry needs, and driving innovation in aviation across the state.

This mission statement requires that the members of the Nevada Air Service Development Commission prioritize the reasonable needs of the community and industry in the official conducting of all official organizational functions and operations.

5.3 Strategic Vision of the Nevada Air Service Development Commission

Based upon the various draft strategic vision statements developed during the strategic planning workshop held virtually on January 31, 2025, the following will serve as the Nevada Air Service Development Commission's strategic vision statement for the five-year 2025 through 2030 strategic planning horizon:

~~Over the next five years, the Nevada Air Service Development Commission will have secured sustainable funding sources for the Nevada Air Service Development Fund and demonstrated success through expanded Nevada air service leveraging grant funded initiatives.~~

This vision statement is aspirational in that it represents the ultimate result of successfully achieving all the stated initial strategic goals outlined in this new five-year organizational strategic plan for the Nevada Air Service Development Commission. Successful implementation and achievement of the various strategic goals and objectives listed below will contribute to the achievement and realization of this strategic vision.

5.4 Strategic Goals of the Nevada Air Service Development Commission

For the five-year strategic planning horizon for 2025 through 2030, the Nevada Air Service Development Commission will commit itself to the achievement of policies and the development of programs, resources, and services designed to achieve four specific strategic organizational goals. The initial four specific strategic organizational goals focus on the first year of the organizational strategic plan:

- ~~Goal No. 1: During the 2025 Nevada legislative session the Nevada Air Service Development Commission will work to secure appropriations of \$10 million in funding for the Nevada Air Service Development Fund to increase Nevada's competitive position relative to all other states and enable the Commission to evaluate grant opportunities.~~
- ~~Goal No. 2: By 2026, the Nevada Air Service Development Commission will establish criteria for grants awarded using the Nevada Air Service Development Fund. Criteria will include but not be limited to applicants providing market demand data to determine viability and sustainability in underserved areas.~~
- ~~Goal No. 3: Working collaboratively during the 2025 Nevada legislative session, the Nevada Air Service Development Commission will establish criteria and the cadence for reporting to the Nevada Legislature for the next five years.~~
- ~~Goal No. 4: Over the next five years, members of the Nevada Air Service Development Commission will support the Governor's Office of Economic Development to develop systems and processes to ensure the Commission's proper operation and administration.~~

Progress toward the achievement of each of the four organizational goals will be evaluated each year over the next five years. Additional organizational goals may be developed over the course of the five-year strategic planning horizon based upon possible changes to the internal and external environment of the Nevada Air Service Development Commission and based upon the availability of needed financial and non-financial resources.

ITEM 5

January 14, 2026

The Honorable Joe Lombardo
Office of the Governor
One Hundred One North Carson St.
Carson City, Nevada 89701

Assemblyman Steve Yeager, Chair
Legislative Commission
401 South Carson St.
Carson City, Nevada 89701

Re: NRS 231.600 Nevada Air Service Development Commission Annual Report

Dear Governor Lombardo and Assemblyman Yeager,

The Governor's Office of Economic Development is submitting this report pursuant to NRS 231.600 to 231.730 as amended by Assembly Bill 58 of the 82 Legislative Session (2023).

This report includes, without limitation, the NRS information requirements along with the answers to those requirements. The report is for the period covering January 1, 2025-December 31, 2025.

Sincerely,

Thomas J. Burns
Executive Director

Cc: Ryan Cherry, Governor's Chief of Staff
Isabel Graf, Governor's Policy Director
Acting Director Diane Thornton, Legislative Counsel Bureau
Deputy Director Melisa Aguon, Legislative Counsel Bureau

NRS 231.600**Annual Report for Nevada Air Service Development Commission**

Requirement: [Sec 1.4] On or before February 1 of each year, the Commission shall prepare and submit to the Director of the Legislative Counsel Bureau for transmittal to the Legislature, or if the Legislature is not in session, the Legislative Commission, a report detailing for the immediately preceding calendar year:

1. The total number of applications for grants of money from the Fund that were received.

Response: As of January 2026, no applications for grants of money from the Nevada Air Service Development Commission Fund were received by the Nevada Air Service Development Commission.

2. The total amount of grants from the Fund that were awarded by the Commission to air carriers.

Response: As of January 2026, no grants from the Fund have been awarded by the Nevada Air Service Development Commission.

3. For each grant of money awarded from the Fund, the amount of each grant and an explanation of how the grant will be used by the air carrier to provide or enhance air service to an airport.

Response: As of January 2026, there have been no grants of money awarded from the Nevada Air Service Commission Fund by the Commission.

In addition to the above information required by NRS 231, the following individuals were appointed by the Governor to serve on the Nevada Air Service Development Commission.

Thomas Burns, Executive Director, Governor's Office of Economic Development.

Jane Moon, one member appointed by the Governor who is a member of the Commission on Tourism.

Kenneth Moen (Vice-Chair), one member appointed by the Governor who represents the Nevada Aviation Association or its successor organization.

Scott Kichline (Secretary), one member appointed by the Governor who represents the department of aviation in a county whose population is 700,000 or more.

Mark Berg, one member appointed by the Governor who represents the Reno-Tahoe Airport Authority.

Christopher Abraham, one member appointed by the Governor who represents the Nevada Resort Association or its successor organization.

Curtis Horton, one member appointed by the Governor who represents the Nevada Association of Counties or its successor organization.

Reece Keener (Chair), one member appointed by the Governor who represents the Nevada League of Cities or its successor organization.

Supplemental Information Requested by the Nevada Air Service Development Commission

While not required under **NRS 231.600 through 231.730**, the Nevada Air Service Development Commission requested the inclusion of the following information to provide additional context regarding legislative direction, funding considerations, and foundational planning activities undertaken during the reporting period.

During the 2025 calendar year, the Commission continued to advance its statutory mission following guidance provided by the Nevada Legislature, including direction reflected in **Assembly Bill 100**, which further clarified legislative intent related to the Commission's role in air service development and the importance of establishing sustainable funding mechanisms for the Nevada Air Service Development Fund. Although the Fund did not receive an appropriation during the reporting period, AB 100 reinforced the policy framework under which the Commission is expected to plan for future grant activity and legislative engagement.

In recognition of the absence of dedicated funding and the need to demonstrate organizational readiness once funding becomes available, the Commission prioritized foundational governance and planning activities. In coordination with the Governor's

Office of Economic Development, the Commission initiated and completed development of its first comprehensive multiyear strategic plan.

In 2025, the Governor's Office of Economic Development entered into an interlocal agreement with the University Center for Economic Development at the University of Nevada Reno to facilitate preparation of a **Strategic Plan for the Nevada Air Service Development Commission for 2025 through 2030**. The strategic planning process included a facilitated planning workshop with Commission leadership, a strengths weaknesses opportunities and threats analysis, and the formal adoption of core values, a mission statement, a vision statement, and strategic goals. The strategic plan was approved by the Commission on April 25, 2025.

The adopted strategic plan identifies securing sustainable funding for the Nevada Air Service Development Fund as the Commission's highest priority and establishes clear goals related to legislative coordination, funding advocacy, grant criteria development, and reporting to the Nevada Legislature. The plan positions the Commission to act immediately upon the availability of funding and provides a transparent framework for evaluating grant applications, measuring outcomes, and ensuring accountability consistent with legislative intent.