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HEARINGS

BEFORE A

SUBCOMMITTEE OF THE

COMMITTEE ON

INTERSTATE AND FOREIGN COMMERCE

HOUSE OF REPRESENTATIVES

EIGHTY-SEVENTH CONGRESS

FIRST SESSION

ON

H.R. 6580 and H.R. 6608

BILLS TO AMEND THE FEDERAL AIRPORT ACT SO AS TO  
EXTEND THE TIME FOR MAKING GRANTS UNDER THE  
PROVISIONS OF SUCH ACT, AND FOR OTHER PURPOSES

MAY 9, 10, 11, AND 12, 1961

Printed for the use of the Committee on Interstate and Foreign Commerce



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WASHINGTON : 1961



FEDERAL AIRPORT AID EXTENSION  
HEARINGS  
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# AIRPORT AID EXTENSION

TUESDAY, MAY 9, 1961

HOUSE OF REPRESENTATIVES,  
SUBCOMMITTEE ON TRANSPORTATION AND AERONAUTICS,  
COMMITTEE ON INTERSTATE AND FOREIGN COMMERCE,  
Washington, D.C.

The subcommittee met, pursuant to call, at 10 a.m., in room 1334, New House Office Building, Hon. John Bell Williams (chairman of the subcommittee) presiding.

Mr. WILLIAMS. The subcommittee will come to order, please.

This morning the Subcommittee on Transportation and Aeronautics meets to begin hearings on H.R. 6580, introduced by Mr. Harris, chairman of the Committee on Interstate and Foreign Commerce, and an identical bill, H.R. 6608, introduced by Mr. Friedel, to make available \$375 million in Federal funds for airport construction in the next 5 years.

(H.R. 6580, together with the President's message to the Speaker of the House of Representatives, dated April 24, 1961, and agency reports are as follow:)

[H.R. 6580, 87th Cong., 1st sess.]

A BILL To amend the Federal Airport Act so as to extend the time for making grants under the provisions of such Act, and for other purposes

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section 4 of the Federal Airport Act (49 U.S.C. 1103) is amended by inserting "(a)" immediately after "Sec. 4." and by adding at the end thereof the following new subsection:*

## "ANNOUNCEMENT OF PROGRAM

"(b) It shall be the duty of the Administrator to make public by January 1 of each year the proposed program of airport development intended to be undertaken during the fiscal year next ensuing, and he may revise such program to the extent he finds necessary to accomplish the purposes of this Act."

SEC. 2. (a) The first sentence of section 5(a) of such Act (49 U.S.C. 1104(a)) is amended by inserting immediately before the period at the end thereof the following: "and the sum of \$66,500,000 for each of the fiscal years ending June 30, 1962, June 30, 1963, June 30, 1964, June 30, 1965, and June 30, 1966".

(b) Section 5(b) of such Act (49 U.S.C. 1104(b)) is amended by inserting "(1)" immediately after "(b)" and by adding at the end thereof the following new paragraph:

"(2) For the purpose of carrying out this Act with respect to projects in Puerto Rico and the Virgin Islands, there is hereby authorized to be obligated by the execution of grant agreements pursuant to section 12 of this Act the sum of \$1,500,000 for each of the fiscal years ending June 30, 1962, June 30, 1963, June 30, 1964, June 30, 1965, and June 30, 1966. Each such authorized amount shall become available for obligation beginning July 1 of the fiscal year for which it is authorized, and shall continue to be so available until so obligated. Of each such amount, 65 per centum shall be available for projects in Puerto Rico and 35 per centum for projects in the Virgin Islands."

(c) Section 5 of such Act is further amended by redesignating subsections (c) and (d) as subsections "(d)" and "(e)", respectively, and by inserting immediately after subsection (b) the following new subsection:

"SPECIAL AUTHORIZATION FOR CERTAIN GENERAL AVIATION AIRPORTS

"(c) In addition to other sums available under this Act, there is authorized to be obligated by the execution of grant agreements pursuant to section 12, the sum of \$7,000,000 for each of the fiscal years ending June 30, 1962, June 30, 1963, June 30, 1964, June 30, 1965, and June 30, 1966, for the development in the several States of airports the primary purpose of which is to serve general aviation and to relieve congestion at airports having high density of traffic serving other segments of aviation. Each such authorized amount shall become available for obligation beginning July 1 of the fiscal year for which it is authorized and shall continue to be so available until so obligated."

(d) Subsection (d) of such section 5 (as so redesignated by subsection (c) of this section) is amended by striking out "subsections (a) and (b)" and inserting in lieu thereof "subsections (a), (b), and (c)".

SEC. 3. (a) The second sentence of section 6(a) of such Act (49 U.S.C. 1105(a)) is amended to read as follows: "Each amount so apportioned for a State shall, during the fiscal year for which it was first authorized to be obligated, be available only for grants for approved projects located in that State, or sponsored by that State or some public agency thereof but located in an adjoining State, and thereafter any portion of such amount which remains unobligated shall be redistributed as provided in subsection (c) of this section."

(b) Paragraph (1) of section 6(b) of such Act (49 U.S.C. 1105(b) (1)) is amended to read as follows:

"(b) (1) Twenty-five per centum of all amounts authorized to be obligated by section 5(a) and all of the amounts authorized to be obligated by section 5(c) shall, as such amounts become available, constitute a discretionary fund."

(c) Section 6(c) of such Act (49 U.S.C. 1105 (c)) is amended to read as follows:

"REDISTRIBUTION OF FUNDS

"(c) Any amount apportioned for projects in a State pursuant to subsection (a) of this section which has not been obligated by grant agreement at the expiration of the fiscal year for which it was first authorized to be obligated shall be added to the discretionary fund established by subsection (b) of this section. Until July 1, 1962, the first sentence of this subsection shall not apply to amounts so apportioned prior to July 1, 1961, unless such amounts have not been obligated by grant agreement for two fiscal years after originally authorized."

SEC. 4. Section 9(d) of such Act (49 U.S.C. 1108 (d)) is amended by inserting "(1)" immediately after "(d)" and by adding at the end thereof the following new paragraph:

"(2) No project shall be approved by the Administrator which does not include provision for installation of such of the landing aids specified in section 10(d) as are determined by him to be required for the safe and efficient use by aircraft of the airport taking into account the category of the airport and the type and volume of traffic utilizing the airport."

SEC. 5. Section 10 of such Act (49 U.S.C. 1109) is amended by striking out subsection (c) and inserting in lieu thereof the following:

"LANDING AIDS

"(d) To the extent that the project costs of an approved project represent the cost of installation of (1) land required for the installation of approach light systems, (2) in-runway lighting, (3) high intensity runway lighting, or (4) runway distance markers, the United States share shall be not to exceed 75 per centum of the allowable costs of such installation."

SEC. 6. (a) Paragraph (5) of section 11 of such Act (49 U.S.C. 1110) is amended to read as follows:

"(5) the airport operator or owner will furnish without cost to the Federal Government for use in connection with any air traffic control activities, or weather-reporting activities and communication activities related to air traffic control, such areas of land or water, or estate therein, or rights in buildings of the sponsor as the Administrator may consider necessary or

desirable for construction at Federal expense of space or facilities for such purposes;”.

(b) Section 11 of such Act is further amended by adding at the end thereof the following new sentence: “Whenever the Administrator shall obtain from a sponsor any area of land or water, or estate therein, or rights in buildings of the sponsor and shall construct thereon at Federal expense space or facilities, he is authorized to relieve the sponsor from any contractual obligation entered into under this Act to provide free space in airport buildings to the Federal Government to the extent he finds such space no longer required for the purposes set forth in paragraph (5) of this section.”

SEC. 7. Section 13(b) of such Act (49 U.S.C. 1112) is amended to read as follows:

“COSTS NOT ALLOWED AFTER JUNE 30, 1961

“(b) With respect to amounts obligated under this Act after June 30, 1961, the following shall not be allowable project costs: (1) the cost of construction of that part of a project intended for use as a passenger automobile parking facility; or (2) the cost of construction of any part of an airport building except such of those buildings or parts of buildings intended to house facilities or activities directly related to the safety of persons at the airport.”

SEC. 8. (a) (1) Paragraph (7) of section 2(a) of such Act (49 U.S.C. 1101(a) (7)) is amended by striking out “Alaska, Hawaii”;

(2) Paragraph (12) of section 2(a) of such Act (49 U.S.C. 1101(a) (12)) is amended by striking out “on May 13, 1946.”

(b) Section 3(a) of such Act (49 U.S.C. 1102(a)) is amended—

(1) by striking out “Alaska, Hawaii, and” where it appears in the first sentence thereof; and

(2) by striking out “Alaska, Hawaii,” in the third sentence thereof.

(c) Paragraph (2) of section 6(b) of such Act (49 U.S.C. 1105(b) (2)) is amended by striking out “States, Alaska, and Hawaii” wherever appearing therein and inserting in lieu thereof “States”.

(d) (1) The heading of section 7 of such Act (49 U.S.C. 1106) is amended to read as follows: “Availability of Funds for Projects in Puerto Rico and the Virgin Islands”.

(2) The text of section 7 of such Act is amended by striking out “Alaska, in Hawaii, or in Puerto Rico,” and inserting in lieu thereof “Puerto Rico”.

(e) Section 9(c) of such Act (49 U.S.C. 1108(c)) is amended by striking out “Alaska, Hawaii.”

(f) Section 10(c) of such Act (49 U.S.C. 1109(c)) is amended by striking out “Alaska and” where it appears in the heading and in the text of such section.

SEC. 9. The amendments made by this Act shall take effect on July 1, 1961, but shall not apply with respect to projects for which amounts have been obligated by the execution of grant agreements before July 1, 1961. With respect to such projects, the Federal Airport Act shall continue to apply as if this Act had not been enacted.

FOLLOWING IS THE TEXT OF A LETTER FROM PRESIDENT KENNEDY TO THE PRESIDENT OF THE SENATE AND THE SPEAKER OF THE HOUSE

APRIL 24, 1961.

DEAR MR. SPEAKER: I am transmitting herewith for consideration by the Congress a draft of legislation to amend the Federal Airport Act.

Without this legislation, authority under that act would expire on June 30 of this year. The proposed bill authorizes additional obligations for a period of 5 years, ending June 30, 1966.

Continuing the program of Federal assistance to airports is essential to our national security, passenger safety, and economic growth. Air commerce, since the enactment of the Federal Airport Act in 1946, has grown so rapidly that many existing airport facilities are both overburdened and underequipped. The increase in the speed, weight, and capacity of jet age aircraft has already antiquated many existing airports and threatens to outmode many more.

In addition, the expansion in general aviation has created a special need for the development of general aviation airports, particularly where this is necessary to relieve congestion at airports having a high density of traffic and serving other segments of aviation. For this reason, I have recommended that funds be specifically allocated to the development of such airports.

The bill has six major features:

1. The bill provides for a 5-year extension of the Federal Airport Act, with a \$75 million per year obligational authority. Of that amount, \$1,500,000 would be made available for projects in Puerto Rico and the Virgin Islands and \$7 million for certain general aviation airports.
2. Funds apportioned under this act but not obligated by grant agreements at the end of each fiscal year would be transferred to the discretionary fund.
3. In addition to high intensity runway lighting, there is Federal participation in the cost of land for approach light systems, in runway lighting and runway distance markers. This is an ever increasing safety need.
4. Instead of the requirement that a sponsor provide free space for air traffic control, weather reporting, and communications activities, there is a provision that the Government be furnished without cost such interests in land as the administration may consider necessary or desirable for the construction of facilities for such purposes. This permits greater flexibility and more efficient utilization.
5. The cost of constructing any part of an airport building is disallowed as a project cost except when a building is constructed to house facilities or activities directly related to safety of persons at the airport.
6. Alaska and Hawaii are permitted to participate for the first time on the same basis as other States.

This legislation is consistent with the current national airport plan for which provision is made in the Federal Airport Act.

Sincerely,

JOHN F. KENNEDY.

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EXECUTIVE OFFICE OF THE PRESIDENT,  
BUREAU OF THE BUDGET,  
Washington, D.C. May 1, 1961.

HON. OREN HARRIS,  
*Chairman, Committee on Interstate and Foreign Commerce,  
House of Representatives, House Office Building, Washington, D.C.*

MY DEAR MR. CHAIRMAN: This is in reply to your request of April 27, 1961, for a report on H.R. 6580, a bill to amend the Federal Airport Act so as to extend the time for making grants under the provisions of such act, and for other purposes.

The bill would carry out the recommendations of the President in his letter to the Speaker of the House of April 24, 1961.

The Bureau of the Budget urges that the bill be enacted.

Sincerely yours,

PHILLIP S. HUGHES,  
*Assistant Director for Legislative Reference.*

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THE SECRETARY OF COMMERCE,  
Washington, D.C., May 11, 1961.

HON. OREN HARRIS,  
*Chairman, Committee on Interstate and Foreign Commerce,  
House of Representatives, Washington, D.C.*

DEAR MR. CHAIRMAN: This is in reply to your request of April 27, 1961, for the views of this Department with respect to H.R. 6580, a bill to amend the Federal Airport Act so as to extend the time for making grants under the provisions of such act, and for other purposes.

H.R. 6580 would extend the Federal Airport Act for 5 years from June 30, 1961. Obligation authority of \$75 million per year would be provided, with \$1.5 million of this amount being available for projects in Puerto Rico and the Virgin Islands, and \$7 million for certain general aviation airports. Funds apportioned but not obligated by grant agreements at the end of each fiscal year would be transferred to the discretionary fund of the Administrator of the Federal Aviation Agency. Federal participation up to 75 percent of the cost would be authorized for land required for approach light systems, inrunway lighting, and runway distance markers, in addition to such participation at present in high-density runway lighting. Provision would be made for the Federal Government being furnished without cost such interests in land as the Administrator con-

siders necessary for the construction at Federal expense of facilities for air traffic control, weather reporting and communication activities. The cost of constructing any part of an airport building would be disallowed as a project cost except when such building is constructed to house facilities directly related to safety of persons at the airport. Alaska and Hawaii would participate for the first time on the same basis as other States.

This bill represents legislation transmitted to the Congress by the President in his letter of April 24, 1961.

As the President pointed out in his letter, continuing the program of Federal assistance to airports is essential to our national security, passenger safety and economic growth, because many existing airport facilities are both overburdened and underequipped. He further pointed out that the expansion in general aviation has created a special need for the development of general aviation airports.

The Department of Commerce recommends, therefore, the enactment of H.R. 6580.

The Bureau of the Budget advises that enactment of this bill would be in accord with the President's program.

Sincerely yours,

EDWARD GUDEMAN,  
*Under Secretary of Commerce.*

CIVIL AERONAUTICS BOARD,  
*Washington, D.C., May 8, 1961.*

HON. OREN HARRIS,  
*Chairman, Committee on Interstate and Foreign Commerce,  
House of Representatives, Washington, D.C.*

DEAR MR. CHAIRMAN: This is in reply to your letter of April 27, 1961, asking the Board for a report on H.R. 6580, a bill to amend the Federal Airport Act so as to extend the time for making grants under the provisions of such act, and for other purposes.

H.R. 6580 would extend the Federal Airport Act, which now expires on June 30, 1961, for another 5-year period ending on June 30, 1966. There would be authorized to be obligated for each of the fiscal years ending June 30, 1962, 1963, 1964, 1965, and 1966 (1) for projects in the several States, \$66,500,000 a year or a total of \$332,500,000 for the 5-year period; (2) for projects in Puerto Rico and the Virgin Islands, \$1,500,000 a year or a total of \$7,500,000 for the 5-year period; and (3) for the development in the several States of airports the primary purpose of which is to serve general aviation and to relieve congestion at airports having high density of traffic serving other segments of aviation, \$7 million a year or a total of \$35 million for the 5-year period. The bill contains a number of corollary provisions, such as those relating to the discretionary fund, installation of landing aids, limitations on the U.S. share of certain lighting installations, amendment of existing requirements for the furnishing of space to Government agencies in airport buildings, and amendment of restrictions against the use of airport funds for certain purposes.

Although the responsibility for administering the Federal Airport Act rests with the Administrator of the Federal Aviation Agency, the Board has a general advisory function in connection with this act and therefore is concerned with the amendments proposed by H.R. 6580. The advent of jet and other high-speed aircraft has brought with it the need for an expanded airport program. Jet aircraft require runways of greater length than now exist at most domestic and international airports. The increased concentration of traffic resulting from the use of jet aircraft having approximately double the seating capacity of piston-engine aircraft, coupled with the normal traffic increase which is expected, will undoubtedly require improved and enlarged terminal facilities. Moreover, in the case of airports serving intermediate and smaller communities, it is entirely possible that improved runways and taxi facilities will be required with the contemplated introduction of larger capacities of intermediate aircraft and improved local service aircraft. The Board therefore wishes to express its approval of the proposed legislation as necessary to provide for an expanded airport program to meet these pressing needs.

The Board notes with especial satisfaction those provisions of the bill which authorize the obligation of funds for airports, the primary purpose of which is to serve general aviation, and to relieve congestion at airports having high density of traffic serving other segments of aviation. Airport congestion is becoming a matter of more and more serious concern, as the committee is well

aware, and the Board welcomes the recognition which this bill gives for the necessity of action specifically directed to alleviating this problem. We particularly endorse this feature of the bill.

In view of the foregoing, the Board strongly recommends enactment of H.R. 6580.

We have been advised by the Budget Bureau that this legislation is in accord with the President's program.

Sincerely yours,

ALAN S. BOYD, *Chairman.*

Mr. WILLIAMS. We are pleased to have as our first witness Mr. N. E. Halaby, Administrator of the Federal Aviation Agency.

Mr. HALABY.

STATEMENT OF HON. NAJEEB E. HALABY, ADMINISTRATOR, FEDERAL AVIATION AGENCY, ACCOMPANIED BY GEORGE BORSARI, CHIEF, AIRPORT DIVISION; DAGGETT H. HOWARD, GENERAL COUNSEL; JOSEPH TIPPETS, DIRECTOR, BUREAU OF FACILITIES AND MATERIEL; ALAN L. DEAN, ASSISTANT ADMINISTRATOR FOR MANAGEMENT SERVICES; CLIFFORD P. BURTON, CHIEF, SPECIAL PROJECTS DIVISION, OFFICE OF PLANS; AND ROBERT P. BOYLE, ASSOCIATE GENERAL COUNSEL

Mr. HALABY. Thank you, Mr. Chairman and members of the subcommittee.

I would like to, if I may, introduce the members of the staff of the Federal Aviation Agency who are here with me this morning.

On my left, Mr. Joseph Tippets, who is the Director of the Bureau of Facilities and Materiel.

On his right, Mr. George Borsari, Chief of the Airports Division.

Next to him, Mr. Alan Dean, who is assistant administrator for Management Services.

Next to him is Daggett Howard, General Counsel.

Next to him, Robert P. Boyle, Associate General Counsel, and in the second row, Mr. Clifford P. Burton, Chief of our Special Projects Division in the Office of Plans.

I appreciate this opportunity, and I welcome the privilege of working with you.

Now, this bill is the President's bill rather than just an agency proposal and in a new administration which is going through the period of reexamining the past and current policies and in an agency in which I have been in office only about 60 days, it is necessary to move rapidly to bring a proposal to the Congress of the United States.

A variety of contacts and consultations with various Members of Congress has benefited the preparation of this bill, which has gone through the usual process of clearance within the executive branch before the President sent it up.

Today I am here to express the views of the Agency and the President on H.R. 6580 and H.R. 6608, identical bills.

This legislation would extend the Federal Airport Act which otherwise would expire on June 30 of this year, for an additional period of 5 years.

It would also provide a higher level of Federal assistance for this period and make a number of substantive improvements in the present law, in our opinion.

Under these bills the Administrator of the Federal Aviation Agency would be authorized to obligate a total of \$375 million, or \$75 million for each of the 5 fiscal years of extension.

Of the \$75 million, \$66.5 million is to be available subject to geographic apportionment, for projects in the States, including Alaska and Hawaii.

One and one-half million dollars is to be similarly available for projects for Puerto Rico and the Virgin Islands.

Seven million dollars is earmarked for general aviation airports to relieve congestion at airports having high traffic density, this amount to be available without geographic apportionment.

You will find, Mr. Chairman, as you have in your own hearings and in your own advices to the FAA that there is increasing emphasis on safety.

In other words, these provisions are specifically designed to provide greater safety in approaching, in landing, in taking off, and operating on airports.

The emphasis is definitely on safety and it is our hope that the money can be best spent for safety and a national airport system.

Now, it goes without saying to this committee that air transportation is vital to our national economy and to our national defense.

Obviously it is our firm conviction that continued Federal financial assistance at this level is essential to provide a system of airports which will meet the growing needs of civil aeronautics and the requirements of national defense.

As you know, Mr. Chairman, we have several distinguished task forces working to set goals for aviation in the 1960's to develop a system and to develop improved rules and rules enforcing procedures within our Agency.

It is the belief of this administration that aviation is going to grow and that the Federal Government can facilitate it by discreet, sensible forms of Federal assistance and leadership.

Now, we are trying to improve and over the long reach, to revolutionize our systems for air navigation and air traffic control so that we can continue to keep on a much more economical and rapid basis while retaining the safety with the complexities and volume of air traffic.

In that yellow book, the "National Airport Plan," particularly on the first few pages you will see how the growth of aviation appears to this Agency at this time.

Now, if we improve the systems of air navigation, air traffic control, the full benefit of such improvements cannot be realized without corresponding improvements in our national system of airports.

Airports are obviously an integral part of the overall system for safe takeoff, flight, and landing of aircraft.

Now, in addition to the increased demands on our airports, stemming from improvements in the air navigation and air traffic control systems, the operation of the jet aircraft calls for substantial improvements at many locations.

We have to move vigorously on all these fronts if our Nation is to realize the full benefits of safe, efficient, convenient air transportation.

Now, to state this airport problem in its simplest terms, each airport in the system must be able to accommodate safely the volume and types of aircraft that can reasonably be expected to use it.

Absence of adequate airport to serve a community means, on the one hand, loss of air transportation for the community, and on the other, loss of the community for air commerce.

Our analyses reveal that needed airport development is so great, and is of such clear national importance, that we cannot, as a practical matter, depend on local communities to accomplish it entirely with local funds.

The 1961 "National Airport Plan" which you have before you, recently released by the Federal Aviation Agency, shows that over the next 5 years the total need for airport development comes to \$1,082 million. This estimate is quite consistent with the estimate made by responsible outside groups, groups outside of the Government.

We must keep in mind that this sum reflects the total need for airport development, including some items which either would be ineligible under this bill, or would be provided by means other than the grant aid program.

For example, H.R. 6580 would render ineligible for Federal grant assistance the cost of constructing airport buildings, or any portion thereof, except as needed to assure the safety of persons at the airport.

Grant aid funds would not be used for construction of air traffic control towers appearing in the plan because the entire cost of this tower item would be borne in another part of the Federal budget.

These changes would have the effect of reducing the \$1.1 billion figure in the national airport plan by roughly \$110 million, as a basis for computing the level of Federal grant assistance.

Thus, even though the amounts provided for by H.R. 6580 would fall a little short of meeting the full Federal share toward airport development shown to be needed in the 1961 national airport plan, the discrepancy is much smaller than would appear at first blush.

In fact, it becomes relatively insignificant when account is taken of the fact that inclusion of an airport in the national airport plan in no way represents an ability, intent, or commitment by the community to proceed with development.

In light of past experience, accomplishment of about 80 percent of the airport development need, included in the plan, would appear to be realistically attainable as a goal.

This brings the need we can expect to meet down to about \$780 million, and the Federal share down to about \$390 million.

Thus we believe that the \$375 million provided in H.R. 6580 plus unprogramed funds in the amount of roughly \$14 million provided under existing legislation, will fully support actual airport development under the national airport plan.

#### ADVANCE PUBLICATION OF ANNUAL AIRPORT PROGRAM

Section 1(b) of H.R. 6580 would amend the Federal Airport Act to require the Administrator to make public, by January 1 of each year, the proposed program of airport development intended to be undertaken during the following fiscal year. This leadtime of 6 months will permit sponsors to formulate plans for programed construction so that construction work can start much earlier during the fiscal year involved.

We consider this a desirable amendment.

## SPECIAL AUTHORIZATION FOR CERTAIN GENERAL AVIATION AIRPORTS

In section 2(c) of H.R. 6580, we would authorize and earmark a special discretionary fund of \$7 million per year for development of general aviation airports to relieve congestion at high density airports serving other segments of aviation.

These amounts to be in addition to sums otherwise available from State apportioned fund and other sources for such purposes.

We believe this would provide the necessary flexibility to apply this assistance where it is most urgently needed without limitation as to geographic location of the projects.

We believe these funds, set apart in this manner, are necessary to improve the safety and efficiency of our airport system.

Recently this agency completed a study titled "Economic Planning for General Aviation Airports."

Among other things it concludes that—

1. Large and medium hub communities need separate general aviation airports because of their very great air carrier activity; and
2. Important segments of general aviation tend to desert an air carrier airport when annual operations of air carriers there have reached 30,000 to 50,000.

The study also indicated that general aviation tends to be highly concentrated in localities served by air carriers. This is especially true of itinerant operations, which are increasingly made up of multi-engine aircraft and large single-engine aircraft operated by business owners.

In recent years, this type of activity has made the most rapid advance of any general aviation flying.

Over and above improvements to existing general aviation airports, the 1961 national airport plan shows the need for 131 new public airports for general aviation at communities where general aviation is being accommodated by existing and usually overtaxed air carrier airports.

Separate airport facilities for general aviation are recommended for these communities.

The estimated cost for establishment of such facilities over the next 5 years, in addition to improvements to existing airports, is \$85,600,000, calling for a Federal share of about \$42,800,000 or an annual requirement of approximately \$8½ million.

If this kind of airport development is to be accomplished a discretionary fund earmarked for the purpose is essential.

As indicated earlier, the need usually exists at the localities where air carrier needs are also heavy, which means that the need exists in those areas where there is the highest demand for apportioned funds for other airport needs.

Thus, if the need is to be met, we must have the flexibility to provide for it by other than apportioned funds.

As already mentioned, our experience shows that some States will be unable to provide funds for all needed general aviation airport development. Accordingly, we believe the \$7 million per year, as distinguished from the indicated need of \$8½ million per year, the \$7 million provided by this proposal will match all local funds reasonably expected to be available for this purpose.

Now, under section 3(c) of H.R. 6580, there is a provision for reversion to the discretionary fund of all State apportionment funds unobligated by grant agreements by the close of fiscal year for which they were first authorized to be obligated.

However, for amounts apportioned prior to July 1, 1961, a period of 2 years is provided before such reversion occurs. This is to maintain for the next fiscal year consistency with existing law, and to give sponsors some opportunity to adapt their funding plans to the new principle.

Presently the law provides for reapportionment after 2 years. This requirement has had the unfortunate effect of freezing substantial amounts as allocations to States lacking projects to use the funds, not just for 1 year, but for 2.

The amounts so frozen were in 1956, \$22.2 million; 1957, \$17.6 million; 1958, \$9.9 million; 1959, \$12.2 million; 1960, \$8.6 million.

We believe that section 3(c) of H.R. 6580 would assure more efficient use of airport aid money by allowing unobligated State-apportioned funds to revert to the discretionary fund after 1 year and become available for use, national use, wherever most needed in the national interest.

#### LANDING AIDS

This bill, in several respects, provides for sharper emphasis on air safety. Section 5, for example, would permit Federal participation up to 75 percent instead of the usual 50 percent, of allowable costs of installing in-runway lighting and high intensity runway lighting, and runway distance markers, and the land required for installation of approach light systems.

These landing aids are urgently needed safety items, and we strongly endorse increased Government participation in the cost of installing them.

As for approach light systems, Government participation is provided only in the cost of the land necessary for installation, since the system itself is installed entirely at Government expense as a part of the Federal instrument landing system.

#### AIRPORT BUILDINGS

With respect to airport buildings, this legislation would amend section 13(b) of the Federal Airport Act to eliminate as an eligible project cost construction of any part of an airport building, except those buildings, or parts of buildings, which are intended to house facilities or activities directly related to the safety of persons at the airport.

Examples would be fire and crash equipment. This is another illustration of increased emphasis on the safety aspects of airport development, an emphasis which this agency strongly supports.

In keeping with this change, sections 6(a) and (b) of the proposed legislation would amend section 11(5) of the act to relieve the sponsor of his obligation under present law to furnish without charge to the Government space in airport buildings for housing Government-use facilities, such as air traffic control, weather reporting, communication activities related to air traffic control.

This is agreeable to all of the Federal agencies involved.

Instead of the old scheme, direct Federal construction will be undertaken in most situations to provide housing for such activities. This will permit us to tailor it to meet the special needs of our tower personnel, provide more uniformity in design and economy in installation and maintenance and make it easier to plan for expansion to meet later requirements.

What is even more important, however, it will provide the flexibility and timeliness needed to meet the constantly changing requirements inherent in these important activities.

Right now there are 15 air-traffic control towers which we consider to be needed under our criteria, but they are long overdue and cannot be built because of various delays or obstacles holding up the sponsors.

Another amendment would revise section 13(b) of the Federal Airport Act retaining the present prohibition against our participation in the cost of constructing facilities for passenger automobile parking, but permitting acquisition of lands for such purposes as a part of the total land requirement at the airport.

Present law excludes both the cost of acquiring land and the cost of constructing the passenger parking facilities.

This existing prohibition has proved extremely difficult for us to administer.

Under the Federal aid airport program land is normally acquired in large parcels for all or part of a sizable airport development project. Elimination of the estimated cost of land for parking facilities from the cost of land acquired for the total project has resulted in only nominal savings to the Government, and a great many headaches for those who administer it.

The proposed amendment is, therefore, recommended by this Agency.

#### CONTRACT AUTHORIZATION

Coming to the question of contract authorization, it should be noted that the legislation before this committee provides for 5-year contract authority, on the same basis as in the past.

In our view, legislation surely providing for funds over a period of years is absolutely essential if we are to achieve a safe and adequate national system of airports.

The past history of the Federal aid airport program during the period between 1946 and 1955, when funds were made available on an annual appropriation basis, clearly demonstrates the need for this type of advance funding, particularly when that period is contrasted with the more recent period between 1956 and 1959 when the program was operated on advance-contract authority granted through the initiative of this committee.

The original statute passed in 1946 authorized a maximum appropriation of \$100 million each year. However, when the program was being operated on the basis of annual appropriations, the maximum of \$100 million was never obtained in any year.

In fact, the highest amount ever so appropriated was \$42,750,000 in the first year of the program, namely, fiscal 1947.

From this high, annual appropriations fluctuated widely and generally downward, ultimately declining to zero for fiscal 1954, at the

very time a major increase in the rate of growth in aviation was occurring.

With this unstable basis of funding, forward planning by the States, counties, and cities, was impossible. The net result was that the purpose of Congress in passing the legislation was only partially achieved, and the needed improvement in the Nation's airport system fell far short of accomplishment at a critical time.

Probably the best yardstick to use in measuring how well we are doing in carrying out the purposes you have set for us in a given year, namely, achieving the airport development necessary to improve our aviation and airport system, is the total amount economically and wisely obligated by agreement in that year.

During the period of direct appropriations, that is, when the Federal Government and the local communities were both depending on annual appropriations by the Congress, the highest amount ever obligated for airport development during any one year was for fiscal year 1949 when we achieved a level of obligation of approximately \$50 million under that kind of legislation.

In contrast, when you wisely gave us advanced contract authority in 1955, the program was placed on a more stable, sensible, and we believe, economical, basis.

State and local agencies were able to plan with assurance and perform much more of the needed airport development.

As a result, the rate at which they could match Federal funds improved to the point where, at the end of the original 4-year authorization in fiscal year 1959, the total annual amount obligated in that year for airport development came to \$72 million. This was nearly 50 percent more than had been achieved under the system of direct annual appropriation.

In a moment I would like to give you a chronology of an actual case or two, showing why this forward authorization is so essential to an economical program.

Further, our experience in administering the airport program under this 4-year contract authorization showed that State and local agencies certainly need time to avail themselves fully of the funds authorized under this program.

During the first year only \$17,800,000 was obligated.

However, due to the stability of funding provided, obligations thereafter rose rapidly to over \$45 million in fiscal 1957, in excess of \$70 million in 1958, to slightly over \$72 million in 1959.

We consider this an eloquent demonstration that assured availability of funds over a stated period of time is essential to make adequate progress toward achievement of a safe and adequate airport system.

I would like, if I might, Mr. Chairman, to ask Mr. Borsari at this point to give an example or two of what the chronology, the life history, in the life of the development of an airport, is.

It will be very brief.

Mr. BORSARI. The case we had in mind here, Mr. Chairman, or the few cases we have, is one that the chairman is very well aware of, at Jackson, Miss.

We started the program in Jackson, Miss., in 1955. We are still at the new Jackson, Miss., Airport. We programed in 1957 for the acquisition of land, the site preparation.

In 1958 we removed the obstructions and we continued site preparation and paved the runway.

In 1959 we constructed the instrument runway.

In 1961, we are doing the tower, the space needed to put the airport in operation.

That is an example quickly of the type of planning a community must do and the length of time it takes to do an airport for planning and financing.

The program is replete with cases of this nature, but knowing that you knew this one real well, Mr. Chairman, I thought maybe we would bring this one to the attention of the committee.

Mr. HALABY. As you know, this is not just a Federal need. It is a local need. The local authorities have a lot of local needs to consider. They have schools, roads, sewer systems, all of the demands on the community pour in on the local authorities.

The only way they can take advantage of a Federal lead or initiative in this, matching funds, is if they know it is going to be available and know the criteria and have some planning to work with.

They, in particular, are the ones who insist that there be some basis on which to proceed within their own community to develop the public understanding and support, within their own community to develop the financing plan, within their own community to get the voters to vote the money, the neighbors to agree to the desirability and the whole regional and local planning process can only go forward in the national interest at the local level if there is a solid basis on which to work.

So contract authorization for a period of 5 years as provided for in this bill, is necessary, we believe, if project sponsors are to have assurance that Federal assistance will be available and if the Congress is to have assurance that it will be used wisely and in the interest of the national economy.

Their own planning is dependent upon the site selection, funding which often includes bond issue referendums, preparation of the specifications, land acquisition, frequently by eminent domain. All this must proceed from rock to rock rather than from sand to sand.

The 5-year contract authority provided for in this bill, we believe, gives this assurance and persuades many communities, which might otherwise be reluctant in the face of competing demands on their attention and their limited resources, to proceed with the airport development which is regarded as necessary for safe and efficient national systems of public airports.

To sum up, our airport system is a key element in bringing to the American people the full fruits of aviation progress.

Airport development must keep pace with dynamic change in both the pattern of air operations and the performance characteristic of aircraft.

Today, we are seeing and seeking wider and wider airline use of the new jets. General aviation flying is growing by leaps and bounds and increasing numbers of larger and larger aircraft are entering the general aviation fleet.

Tomorrow the supersonic transport and a variety of other advanced aircraft will come upon the scene. We owe it to the users of our airspace, to our airport neighbors and to the public at large

to be absolutely certain that the airport system required to accommodate these changes safely and productively is developed and ready to cope with these changes as they come.

As you are aware, Mr. Chairman, the bill Mr. Harris introduced, H.R. 6580, and the identical bill which Mr. Friedel introduced, are the same in all respects as the legislation transmitted by the President on April 24, 1961, and thus H.R. 6580 has the President's full support as well as that of the Federal Aviation Agency.

This completes the prepared statement, Mr. Chairman and members of the committee, and if you or your colleagues have any questions, we shall be very glad to try to answer them.

Mr. WILLIAMS. Thank you very much, Mr. Halaby.

Mr. Friedel?

Mr. FRIEDEL. Mr. Halaby, what I am about to say does not have anything to do with this bill, but recently I was on the committee that visited your facility in Atlantic City. I was amazed at the good work in research and development that the FAA is doing as far as safety of passengers, devices for avoiding collisions in the air; glide slopes for the pilots to come in for landing.

Quite a few things impressed me.

What I am sorry about it is that I did not have more time to spend there. I would like to go back there and review it more thoroughly.

I am in accord with your bill. I sponsor the companion bill as you know. I am in favor of it.

I have Friendship in mind close by. We want to keep on improving Friendship.

Mr. HALABY. We certainly would welcome you back to the Federal Aviation Agency Facilities Experimental Center.

I feel it is your center just as well as the agency's.

I feel that this is where we as passengers are putting some money and people to develop a better national aviation system.

I feel also we are going to have to think more and more about the public in and under and around airplanes as well as the crew on which great concentration has been placed in the past and will have to be in the future.

Mr. FRIEDEL. I enjoyed it very, very much.

I think you should publicize it a little bit more and let the public know about it.

Mr. WILLIAMS. Mr. Devine.

Mr. DEVINE. No questions.

Mr. WILLIAMS. Mr. Jarman.

Mr. JARMAN. Mr. Halaby, I would like to join in the welcome extended to you by our chairman and other members of the committee. I hope we may have an opportunity to work with you closely in the future.

The only additional comment I would like to ask of you this morning is with reference to the issue of contract authorization over a period of 5 years.

We certainly anticipate that in the floor consideration of the bill, the issue of backdoor financing will be strongly drawn and hotly argued.

Mr. WILLIAMS. You do not have to wait until it gets to the floor. It will be raised in the committee.

Mr. JARMAN. In this committee, in the Rules Committee and on the floor because there is a lot of strong feeling in Congress against backdoor financing. We feel that we are abdicating our own jurisdiction and responsibilities if we do not go through the regular Appropriations Committee channels for consideration every year.

Do you have any further comment to make to the subcommittee today as to your reasoning on this particular program and the justification you feel exists for this type of program?

Mr. HALABY. Well, sir, I have talked to the President and the Budget Director about this. I think a very simple statement is that we feel that this is a matter for the Congress to decide.

After all, appropriations bills originate in this House and you have had great experience in how to make resources wisely available to the executive.

We, however, will, with all of the vigor and persuasiveness we have in the administration, insist that the money be made surely available for the amount of time to make sense out of this program.

Because we thought it was a familiar example to the chairman, and we could bring out five or six others, we just want to make very clearly the point that airport in one fine city was started in November 1955 and is not completed yet and it has taken 4 years, not because anybody is dragging his feet or because there is anything extraordinary going on, it just takes that much time for local and State and Federal people to get together a good project, program it out, and do it on a sensible basis.

Now, I have come to this job from a business and legal community. To me the important thing is how well this money is managed.

I have instituted in the Agency what I hope will be some effective management controls. We have a management information center, management room, in the Agency now.

Every morning that it is possible I meet there with the men who manage the money and we are going to keep the tightest kind of control over these funds.

In the end that is your best hope as citizens to see that whatever money you make available is used wisely.

Mr. WILLIAMS. I would disagree to this extent, that the best protection for the public is not in the Agency's control of the expenditure, but in the Congress' control.

Mr. HALABY. Well, Mr. Chairman, I said to whatever extent you make them available, because we can waste them as fast as you can appropriate them if you do not manage these agencies well.

From the management point of view, this is a situation in which you need advance authorization.

Now, I appreciate that all of you have two committees involved here. I appreciate that you vote whether it is contract authorization or appropriations on the floor, but you do have an unusual situation. You have a long leadtime for technical, political, economic reasons, but at the same time you have more information in this book about what the requirements are and what the plans are than you have, I would submit, on almost any other Federal program that ever comes before the Congress.

It is outlined in the finest detail. It is worked out with your local people in your States.

The second thing is that we have criteria that are very well established and that control the expenditure of these funds.

Third, we are under the constant scrutiny of the local communities and several very vigorous, very analytical to critical and very intelligent groups in this field.

So we are not operating in some sort of covert way. We are operating out in the open and subject to constant criticism, constant surveillance not only by Members of the Congress, but by very active groups and associations.

So that there is built-in protection here.

As a final point, obviously we are going to administer whatever law you pass to the best of our ability, but the experience of the past is that we have done more for the Nation in the airport field under contract authorization than we have under the annual appropriation route and if the experience guides us, then I suppose what we have proposed, namely, contract authorization, would give you the most for your money.

Mr. FRIEDEL. I would like to make one point here:

On the Federal highway program the States know 1 year, 2 years, 3 years in advance what the Government will give them, provided the State comes up with its share of the money.

In many instances the legislature meets biennially, every 2 years. So unless they know what they are going to get there can be no arrangement made by the State.

This program, it seems to me, is a fair one. For long-range planning you have to let the States know what the support will be for the legislatures to meet their obligations.

Mr. WILLIAMS. I would agree with you if the initial responsibility in this matter rested with the Federal Government; but, actually, it rests with the State and the local governments.

It is up to the Federal Government then to make its plans after the State and local governments have made their plans.

I am not impressed by the suggestion that the Jackson Airport, for example, could not have been built just as efficiently and just as well by following the regular constitutional appropriations procedures.

The Jackson Airport was perfectly well justified. I think I know the people of Mississippi well enough to know that if the Federal Government had not contributed one single nickel that the city of Jackson would have built that airport, because it needed that airport.

As a matter of fact, I will give you another example by telling you that immediately north of Jackson, the State of Mississippi is building a reservoir on Pearl River for which it might well have come to Congress with a tin cup and asked for support from the Congress.

Rather, the State of Mississippi, recognizing this project as a local responsibility, is putting several million dollars into the construction of this reservoir which is to provide a water supply and recreational facility for that general area.

The suggestion that programs of this type are more efficiently handled through the backdoor approach than they are by going through the usual process of Congress, may be quite true; by the same token, it has been said, and with some logic, that the most efficient form of government is a dictatorship. Undoubtedly, it would promote the efficiency of this operation if Congress just surrendered all

of the appropriative responsibilities to the executive branch, but that is not the way our Constitution is written.

I feel very strongly that this backdoor approach should be stopped in all of these agencies. There is nothing about this program that makes it stand out particularly from the others with respect to this type of procedure; that makes this type of procedure any more necessary in this program than it is in any of the others.

I would suggest that you take a look at the operations of the national highway system whereby they go to Congress and receive appropriations after having worked out programs with the States.

Take the Natchez Trace Parkway for example. The State acquires the land, gives the land to the Federal Government, the Federal Government builds the roads for the parkway. They have had no difficulty in coming before the Congress and justifying their program.

The same thing is true of the Corps of Engineers which budgets programs yearly in advance and they never have had difficulty in carrying out their programs. They have never asked for the backdoor approach.

I feel that while the dollar amount in this program is not of too much concern to me, the \$75 million, the backdoor approach is a great deal of concern to me and I hope it is to the rest of the members of this committee.

Mr. HALABY. Mr. Chairman, at the risk of intruding here, there are on the other side quite a few programs that are fully authorized and forward appropriated, among them shipbuilding, depressed areas, highways, and several other programs.

So you have adopted a variety of methods of controlling and directing the appropriations.

I would suggest that we go through the Appropriations Committee every year. I just appeared there 2 weeks ago and had to justify the annual expenditures under the previously authorized period.

Secondly, there are some distinct features about this and that is we are trying to develop a national air transportation system of which the Jackson Airport is an important part.

Mr. WILLIAMS. The fact that Congress may have sinned in other programs does not justify our doing it in this program, in my opinion.

Mr. JARMAN. As I understand your testimony this morning, Mr. Halaby, it is the conclusion of the FAA, based on experience in dealing with communities, that unless you have this 5-year contract authorization many communities may be reluctant to proceed with the airport development that you regard as necessary for a safe and efficient airport program.

Mr. HALABY. That is our position, Mr. Jarman.

I believe you will want to ask the representatives of these communities, because, after all, as the chairman quite rightly points out, the initiative begins there.

We only help and assist and consult and we do in the attempt to get a national airport plant put out.

This is one of the finest planning documents I have ever seen in Government or industry. I hope you will have a chance to study it.

It is the local initiative. The local requirements that I think you will want to consider.

Mr. JARMAN. Thank you.

Mr. WILLIAMS. Mr. Collier?

Mr. COLLIER. As one who represents a district within what we might call a geographical triangle with airports at each of three points of this triangle, the problem of safety and noise is ever present, so I will direct my questions in this area, tying it in with the legislation that we have before us.

Does the FAA give any priority to projects to improve or lengthen the runways for jet traffic to relieve noise?

In other words, in the planning for construction would there be a priority given to the lengthening of the runways over possibly some other type of construction, bearing in mind that this noise problem has gotten to be a very serious problem in some areas.

Mr. HALABY. Mr. Collier, the first point is that the initiative is with the local community, as the chairman pointed out. They start this up, they conceive it, and they consult with our district airport engineer and he tries to get them to plan far ahead and to put a kind of cocoon of protection around the community.

But he does not offer them any funds with which to buy land and extend runways solely for the purpose of abating noise.

I do not believe that there are exceptions to that rule, but there may be.

But he tries through the planning rather than through the funding process to get at that.

Now there is one exception to that. The Federal Government owns two airports—well, civil airports. The first is Washington National Airport and the second is the new international airport at Chantilly.

At that airport we have tried to set an example of public protection by having long runways and extended zones around those runways which, over a long-range period will provide maximum protection to the public.

In addition, we have adopted something that could be adopted in many localities, but has not. We are landscaping that airport with a green belt so that the noise will be dissipated through the trees and shrubbery, even for those people who insist on moving right up to the borders of the airport.

Mr. COLLIER. Do you think that the Federal Aviation Agency would be justified in turning down a project over the objection of the local sponsors because a noise problem would result?

Mr. HALABY. There are a great number of factors that enter into it and certainly that is one of the factors that must be considered.

On the other hand, we cannot tell the local community what the nature of their initiative should be. We just say, if you come, here are the criteria of eligibility for matching Federal aid.

Now, I am going to ask Mr. Borsari or Mr. Burton if they have any examples of where we have turned down requested Federal aid on the ground that everything else was all right, but the noise would be excessive and therefore we turned it down.

Have we done that to date?

Mr. BORSARI. We have not done it to date. We have two or three projects under consideration where that is a serious question.

We have not proceeded because of the noise factor. We have not turned it down.

Mr. COLLIER. Have the local communities generally cooperated in enacting zoning ordinances to meet this problem from your experience?

Mr. BORSARI. Mr. Collier, that is happening more and more every day. They are doing the zoning, they are acquiring aviation easements for this purpose more and more every day.

Mr. COLLIER. I have one other question. Do you think that this problem exists only with the jets or is it becoming more and more of a problem such as it is in my particular district with the helicopters.

Mr. HALABY. Let me make just one comment, Mr. Collier.

We are just beginning, as I see it, to appreciate the need for public protection, protection from irritation, protection of comfort, and protection of health.

I think, for example, of hearings that this committee held under the chairmanship of Mr. Williams recently which shed new light on it.

I think the whole public and the Nation are beginning to realize that it is not just safety from falling objects that we need to prepare for, but it is also public protection.

Now, as a result communities are beginning to take what I regard as a wise initiative. They are forming noise abatement committees.

We even have a national noise abatement council now because the solution is not any one single agency or groups' responsibility.

For example, if you start soon enough, as we have on this Chantilly Airport, you buy a large amount of land. You get it at a reasonable price because the metropolitan area has not spread out there. You then make long runways and you surround the runways with a zone.

The Federal Housing Administration provides that they will not fund mortgages. They have a policy of what you might call mortgage zoning around airports and in that way they not only make the prospective buyer aware of what the problem will be, but they also make it a little more difficult for him to finance a home.

Then the pilots thinking ahead help us devise an air traffic pattern that reduces the noise factor. The operators are willing to operate in a different way.

The airport managers are more considerate and sensitive to the community. There is plenty of time. But when you come back to a situation such as faces you in Illinois and in some other places, it is a much tougher situation and there is just no question but what some of the jets are more silent than some of the propeller airplanes.

There is one particular airplane that makes more noise than most of the jets. It is true that the helicopter is a pretty noisy device, but with the turbine-powered helicopters there is hope of abating some of that noise.

But for the moment the best thing that can be done is for the owners, the operators, the local authorities, the community officials who are concerned and the Federal Aviation Agency, all working together as they are now doing in Los Angeles, in New York, and in this area, to get together and do what can be done to reroute, repattern, require constant vigilance at all times and at all times working on noise research abatement because the source of noise is the engine, is the power.

Mr. COLLIER. My question regarding the long-range zoning proposals in some of these areas and communities, is prompted by specifically, of course, the situation at Midway that I am sure you are

very familiar with where we have one of the busiest airports in the world set within a very heavily populated residential area.

It is one that is not used for jet traffic as you know, but one which poses a national hazard because apparently in the past—and I attempt not to lay any blame on anyone's doorstep—there was probably lack of foresight somewhere along the line in that setup there at Midway.

In fact, the homes there are just set side by side as you know, it is a very compactly populated area and here you have this tremendously busy airport from which there may be relief at O'Hare, but which anyone going through the area cannot help but draw his attention to this potential hazard that exists there.

Mr. HALABY. A couple of initiatives have been taken in this area. One is the community noise abatement group. They have afforded some relief and certainly a lot of understanding.

Another is one particular community has provided for tax relief to those afflicted particularly by the noise which may have resulted in lack of foresight.

In this instance those in this kind of zone that you are talking about are given by the local taxing authorities relief since they, you might say, are the victims of the progress of the whole community which is gaining air commerce while these people are losing sleep.

Mr. COLLIER. It did not help this situation a few years ago when a plane crashed in that very heavily populated area.

I would just hope that in all of these plans by reason of what we see there and by reason of the fact that the facilities will not handle the jet travel, long-range planning and some real foresight is used where construction is expanded or in fact where new construction is contemplated.

That is all I have, Mr. Chairman. Thank you.

Mr. WILLIAMS. Now, on page 3, in the middle, I notice this language used in the bill:

Would render ineligible for Federal grant assistance the cost of constructing airport buildings, or any portion thereof.

And then there is a rather vague exception written in—  
except as needed to assure the safety of persons at the airport.

Just what does that mean, the safety of persons at the airport? Does that include traffic lights or streets running to the airport which, of course, are necessary for the safety of persons at the airport?

In other words, I would think that term could be so broadly construed that it could include anything.

I wonder what gave rise to the use of that language?

Mr. HALABY. We are trying to protect persons from the operations of aircraft in, on, and around the airport.

Mr. WILLIAMS. I assumed that was the intention, but do you not feel that this language is rather broad?

Mr. HALABY. It may be considered broad, sir. The idea behind is to enable us to select on the basis of that primary criterion, does it protect people. Not necessarily does it keep them warm or happy, but does it keep them safe.

The primary criterion here would be safety.

For example, you might say that it would be nice if there were a lounge, but you would say it is essential that there be a blast fence so

that when a jet or a turbo prop taxis away from the line they are not blown over; they are not necessarily kept comfortable by Federal matching money, but they are kept safe.

So I think a little discretion should be allowed.

I assure you it would not be abused. If it was, I am sure we would hear about it right away.

Mr. WILLIAMS. Of course, we are trying to write laws which would apply no matter who might be the Administrator.

I wonder if an amendment could not be devised which would possibly restrict that to the protection of safety of persons at the airport from actual aviation operations. Would the Agency have any objection to that?

Mr. HALABY. No, sir; that is what was intended.

Mr. WILLIAMS. The reason I say that is that it could be construed so broadly that it could conceivably apply even to the protection of persons from exposure to the weather and, of course, could be used as a means, if the Agency chose to do it, to build terminal buildings or anything else they might decide to build.

Mr. HALABY. We would be glad to suggest a phrase which you could consider along with your own, sir, but I think it would be a helpful clarification.

Mr. WILLIAMS. We are just exploring it now. I was trying to find out if the Agency was married to that language or whether they were willing to qualify it?

Mr. HALABY. We are just married to safety.

Mr. WILLIAMS. On page 6 where you discuss the reversion to the discretionary fund of all State apportionment, the argument in favor of contract authority rather than annual appropriations is, or appears to be, that sponsors need at least 18 months, possibly 2 years, to plan and make matching funds available by bond issues and so forth.

Yet here it is proposed to take away funds not obligated in 1 year. Does that conflict with the argument for the need for 18 months planning?

Mr. HALABY. I do not think so, sir, because in the first place, through activities such as the preparation of this national airport plan communities have been coming to us and talking to us informally and planning with us about an airport.

Second, when you authorize and appropriate to us we immediately have something to work with and the communities have a full year in which to come to us and enable us to check the criteria and to obligate the funds.

The very, very important thing is that these funds shall surely be available for the succeeding years when the community works out the project and it does take years, even with the best planning and the best intentions.

Now since this is a new provision we have provided that the already authorized funds could be obligated over a 2-year period rather than one.

But with this much warning and with this much foresight we think you could get the communities to be ready to permit a program to be approved and the obligations to occur in this short period.

Then if they could not quite make it, it would be possible to use these funds elsewhere on a priority basis for the national system.

Mr. WILLIAMS. Going over to page 8, in the middle of the page, you discuss section 6 (a) and (b) of the proposed legislation which would provide for the Government's own construction of facilities for air traffic control, weather reporting, and so forth.

I presume that applies to airports that are built in the future under this legislation and does not apply to contract agreements which have been entered into in the past?

Mr. HALABY. It would not be retroactive, but if an airport which had received some Federal aid had been unable to build a tower and they and we believed that a tower was necessary for safety of operations for air carriers and general aviation aircraft, we could then, out of the regular construction budget of the Federal Aviation Agency, build a tower.

Conceivably even we could build a tower through the purchase of an easement on top of a terminal building. This is legally possible, as you know, and in certain instances desirable.

Mr. WILLIAMS. Of course, I anticipated that answer. I realize that and I go along with that suggestion, but where you have already airports where there are adequate facilities provided in the terminal by the cities or by the local communities and it would be economically feasible to retain those rented or leased facilities rather than build new facilities, does the Agency have any discretion in regard to that kind of situation?

In other words, is the Agency required by this legislation to go out and build its own facility, or does the Agency have some discretion with respect to the leasing of facilities.

Mr. HALABY. We are not required by this legislation and if there is any indication to you or any other member of the committee or staff that this does require it, we would like to eliminate that because we do want the discretion; if they have adequate facilities that solves the problem. That is all we are seeking to do.

Mr. WILLIAMS. Do you feel that it would be necessary or desirable that the committee should write in the criteria which should be followed in such cases?

In other words, that wherever it is in the public interest or it is economically feasible, to build these towers, but where it is not economically feasible that they should use a lease to carry out the purpose?

Mr. HALABY. Well, sir, I have not thought about that except for a few seconds, but I think—

Mr. WILLIAMS. I think you can probably divorce the tower situation from what I am talking about. I am talking about your weather reporting facilities and aircraft control facilities where advance planning has already placed it within the terminal building itself, or within buildings owned by the city which may meet all of the needs that the Agency has.

In a case of that kind, it might be cheaper for the Agency to rent that space rather than to go out and build their own.

I wonder if the Agency would be willing to write some kind of criteria into the building of that kind of situation.

Mr. HALABY. May we consider that, Mr. Chairman?

Mr. WILLIAMS. I know you state there are 15 airports which you consider would meet your criteria. Would you give the committee a list of those?

Mr. HALABY. Yes, sir; at present or do you want us to supply that for the record?

Mr. WILLIAMS. You may supply it for the record. The committee would like to have it.

(The information referred to follows:)

Minneapolis, Minn., Crystall	San Diego, Calif., Gillespie Field
Minneapolis, Minn., Flying Cloud	Farmington, N. Mex., Municipal
Muncie, Ind., Municipal	Fresno, Calif., Chandler
Decatur, Ill., Municipal	Monterey, Calif., Monterey Peninsula
Alton, Ill., Civic Memorial	Santa Barbara, Calif., Municipal
El Centro, Calif., Imperial County	Santa Rosa, Calif., Sonoma County
Hawthorne, Calif., Municipal	Torrance, Calif., Municipal
Modesto, Calif., Modesto City-County	

Mr. WILLIAMS. I believe that is all.

Mr. Halaby, as these hearings progress, I am sure other questions will arise, questions dealing with the attention given to general airports in this legislation, questions in regard to various and sundry other aspects of the legislation which you and I both know covers quite a bit of ground and is rather broad.

In all probability these hearings will continue throughout this week and possibly into the next week.

I am wondering if you or some of the representatives of the Agency who would be clothed with authority to speak for the Agency might be willing to come back before the committee at a later date to answer questions about matters that might arise subsequent to the hearings.

Mr. HALABY. I will be glad to, sir. I will be out of town for some of that time due to a policy I have adopted of going out to our field facilities and trying to manage the Agency from there rather than just from sitting down on New York Avenue.

So I will be in Fort Worth and Oklahoma City for part of this time, but I can get back or I can delegate someone to speak for the Agency.

Mr. WILLIAMS. Let me say, Mr. Halaby, that we appreciate your coming before the committee. We are very happy to have you before the committee. We hope that we will be able to work very closely with you in the future in regard to matters coming within our mutual jurisdictions.

I personally want to congratulate you for some of the steps that you have already taken in your Agency, not dealing with airports, but in the promulgation of rules and criteria.

Last week it was my privilege to attend one of your so-called air-share meetings down in my area where pilots from several of the States, airport operators, and others, came in to air their views before the Agency.

In view of the fact that some of the rules that have been promulgated by the previous Administrator were either misunderstood or complete information had not gotten out to the aviation community on those rules before they were put into effect, I think that you are acting very wisely in taking them into your council's confidence.

I think this is an excellent step in the right direction.

I, for one, am very happy to congratulate you for it.

Mr. HALABY. I appreciate that because it is a time-consuming and often difficult thing to do, but we are going to do it more and more.

Before coming here I met with the Secretary of Labor and the Feinsinger Commission, Chairman Feinsinger and Mr. Mann, who are charged by the President with attempting to achieve a solution to the controversy surrounding the pilots and the flight engineers.

I have met with the pilots, with flight engineers, with the operators, as members of this aviation community that you are talking about. I commend to this committee the need for public attention and scrutiny on this problem in the next couple of weeks as they enter into their final phases of deliberation.

I think that the crisis in the cockpit can be solved in the next couple of weeks.

I know the President intends that it be solved.

I am going down tomorrow to address the Airport Operators Council because I feel they ought to understand this bill and criticize it and analyze it with you and that we owe them the public information necessary to do so.

I feel that the general aviation community, which is the growing, the most rapidly growing member of the aviation community, needs a lot more attention, as you said, and we are going to have more of these air-share meetings.

We find situations like that up around Martha's Vineyard and on the cape area have not been given the attention—the little guy in this business needs some more attention because he is not as well equipped, he is not as well heeled, and he needs communications and airports and consideration, and we are going to give it to him because he needs it as part of the aviation community.

Mr. WILLIAMS. Mr. Devine.

Mr. DEVINE. Mr. Halaby, will you tell me roughly what is the distribution of your Federal Aviation Agency news which has been adopted by the current administration.

A sheet comes out perhaps weekly or more often?

Mr. HALABY. I think I had better ask Mr. Dean if he knows roughly what those figures are?

Mr. DEAN. There are about 40,000 copies, they go chiefly to our installations and are available, however, for any member of the public who might wish to pick one up at our flight service stations, but they are basically distributed within the Agency.

Mr. DEVINE. I might say that that is an excellent step forward. I think we had probably the first so-called air-share meeting in my jurisdiction in Columbus, Ohio, last September, at which the aircraft owners, pilots, and other airminded people attended. It was a rather lively meeting.

I think the great misunderstanding between the private pilots, aircraft owners, and FAA was lack of communication facilities.

It seemed to me if documents like these your organization puts out, were put into the hands of your private operators many of the problems could be washed out just by mutual understanding of your problems.

Mr. WILLIAMS. Mr. Halaby, we are pleased to have with us this morning our colleague Mr. Keith, of Massachusetts, who is not a member of the subcommittee, but is a member of the parent committee.

Mr. Keith has indicated he would like to ask a question or so in regard to a local situation.

Mr. Keith.

Mr. KEITH. I had not intended to get into this discussion. I came to learn, but it so happens that I represent the airport that you singled out as being the one that has been slighted.

I wonder if you could be a little more specific with reference to Cape Cod, Nantucket and Martha's Vineyard.

Mr. HALABY. Mr. Keith, I happen to love that area up there and I have spent some summers up there. I know the problems of sudden weather changes.

I know how many private pilots frequent that area, particularly in the summer months.

I feel it is an area where there are air carrier operations, military operations, but more and more there are more little guys flying in and out of there in small single engine or small light twins.

Mr. KEITH. You have one right in front of you and one right back of you.

Mr. HALABY. Well, I am in poor shape then.

Mr. KEITH. Mr. Borsari in back of you and I am in front of you.

Mr. HALABY. The airport at Hyannis has needed some improvement.

I think Senators Saltonstall, Kennedy, and Smith, and perhaps you, yourself, have suggested some improvements. They will be completed in early summer.

They will serve both air carriers and private aviation.

It has been very hard to check the weather up in that area. We have not had a kind of hot line on which flight service could give you weather predictions and on some occasions there have either been accidents or pilots just scared half to death because of lack of weather information.

We are putting in a line that will enable the private pilots to find out in that rapidly changing climatical condition up there what the situation is.

These are not very expensive. It is just more attention to the needs of general aviation.

Mr. KEITH. We certainly welcome your interest. I have suffered from this weather problem that you mention, but I do think that three big steps have already been taken, in this very area.

We now have ILS which is going to be operational in Hyannis on June 15, Nantucket shortly thereafter; and you have made some real steps in Martha's Vineyard.

If we could get more and better weather information, it would be very helpful.

Thank you very much, Mr. Chairman.

I would like to join with this subcommittee as a member of the full committee in welcoming you, Mr. Halaby, to this new assignment and hope that you will live up to the expectations that the committee has expressed.

Mr. WILLIAMS. Mr. Halaby, to get back to the bill for a minute, how did the agency arrive at the figure of \$375 million, or \$75 million for each of the 5 fiscal years?

Mr. HALABY. Mr. Chairman, we looked first at the requirements in the 5-year national airport plan.

Mr. WILLIAMS. Assuming that we should authorize this in full, how much money would that take?

Mr. HALABY. If you authorized that in full, under the old plan, the old bill, in other words, if you just reenacted, if you just extended that bill, it would call for approximately \$550 million over 5 years, or \$110 million a year.

So the \$75 million would fall short of meeting the requirements by some 30 percent.

Mr. WILLIAMS. The \$75 million still falls short of meeting the requirements by some 30 percent?

Mr. HALABY. No, sir; it does not, in this respect, that by providing for the construction of towers and other safety facilities out of the—

Mr. WILLIAMS. That does not come out of this fund, the construction of towers?

Mr. HALABY. That is right, so in a sense this is a supplement to meet some of these \$1,082 million requirements. Changing the practice of funding the construction of towers and other Federal space will amount to approximately \$20 million. In addition, the discontinuance of Federal funding for public use space in terminal buildings will reduce the amount \$90 million, or over a 5-year period approximately \$110 million.

Mr. WILLIAMS. Originally it was contemplated that towers would be constructed under this money?

Mr. HALABY. Yes, sir.

Mr. WILLIAMS. So when you take towers out that reduces the total requirement?

Mr. HALABY. If towers and public use space were to be eliminated, the total requirement would be reduced by \$110 million. It would drop it down to about \$900 million.

Mr. WILLIAMS. Previously the cost of towers was shared by the States and the Federal Government.

Mr. HALABY. Yes, sir.

We also, in providing some of the inrunway lighting, et cetera, at 75 percent versus 25 percent we are increasing the amount available.

So in our judgment we are coming pretty close to meeting the requirements.

Mr. WILLIAMS. Now, you have put this on a 5-year basis. Assuming that the entire amount of \$75 million should be authorized and that the Congress should go along 100 percent with the bill, should surrender its purse strings and controls to the agency and just turn the agency completely loose, would there be any necessity at the end of these 5 years for another airport bill?

Mr. HALABY. If the economy and population of the United States grows the way we expect it to, the answer is "Yes."

We would hope that the communities having grown more mature and prosperous over the 1960's would be able to do more and more.

As you suggest Jackson, Miss., would do, and, therefore, requires less Federal aid.

But so far as we see the development of national aviation the requirement is going to grow as the economy and population grows.

Mr. WILLIAMS. Does this plan take into account the growth factor?

Mr. HALABY. Yes, sir.

Mr. WILLIAMS. Is this plan devised with the idea of reducing Federal participation at the end of 5 years, or with the idea of perhaps

just overhauling the program and going right ahead with continued Federal participation at the same level, or greater level?

Mr. HALABY. Mr. Chairman, I take a lot of pride in the work my associates have been doing in planning 5 years ahead.

As I said, I think it is a unique document in terms of Federal Government planning ahead on a sensible basis.

I have supplemented this work by a rather hard headed group of men brought in from the outside on what I believe has been described to you as Project Horizon, where we are trying to set 10-year goals for national aviation.

We hope during the summer we will have something worthy of your scrutiny and consideration in the fall.

These goals would describe the kind of national aviation system that we would like to have in 1970.

So that should shed light on what, after fiscal 1966, provided in this bill this Nation might need to have an efficient, safe, convenient transportation system.

All this does is provide against the next 5 years and it has been in consultation with the communities.

Now, I ought to shut up at this point, but the idea of your abdicating control over appropriations is hard for me to visualize. Whether it is through the back door or the front door, I believe you are going to have control.

My only point would be that what in your experience and wisdom decide, please provide us with that extension of the authority that will let us do an economical rather than a bit by bit job.

Mr. WILLIAMS. The committee will consider that.

As I say, I am hoping that the committee will do this job within the framework of our regular legislative process and not surrender its prerogatives to the executive agency.

How that will be done, of course, will depend on the wishes of the committee and the Congress.

Are there any further questions.

Mr. Halaby, thank you very much. We are very happy to have had you over.

We will undoubtedly meet with you quite often during the year.

As I say, I hope we may find our work together to be pleasant and fruitful.

Thank you very much.

Mr. HALABY. Thank you, Mr. Chairman, very much.

Mr. WILLIAMS. The committee will now stand adjourned until 10 o'clock tomorrow morning.

(Thereupon at 11:50 a.m. the subcommittee was recessed, to reconvene at 10 a.m., Wednesday, May 10, 1961.)



## FEDERAL AIRPORT AID EXTENSION

WEDNESDAY, MAY 10, 1961

HOUSE OF REPRESENTATIVES,  
SUBCOMMITTEE ON TRANSPORTATION,  
AND AERONAUTICS OF THE COMMITTEE  
ON INTERSTATE AND FOREIGN COMMERCE,  
*Washington, D.C.*

The subcommittee met, pursuant to recess, at 10 a.m., in room 1334, New House Office Building, Hon. John Bell Williams (chairman of the subcommittee) presiding.

Mr. WILLIAMS. The subcommittee will come to order, please.

This morning the Subcommittee on Transportation and Aeronautics continues its hearings on H.R. 6580 and related bills to extend the time for making grants under the Federal Airport Act.

Our first witness this morning is our colleague from Alaska, the Hon. Ralph J. Rivers. Mr. Rivers, we will be glad to hear you at this time.

### STATEMENT OF HON. RALPH J. RIVERS, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF ALASKA

Mr. RIVERS. Mr. Chairman, I appreciate the opportunity to be heard on H.R. 6580, a bill to amend the Federal Airport Act so as to extend the time for making grants under provisions of such act, and for other purposes. I fully endorse the terms of this legislation.

For the first time since the creation of the Federal airport program, Alaska, by virtue of provisions of the legislation now pending before this subcommittee, would be treated on an equal footing with the other States. I cannot fully emphasize how important it is to the State of Alaska to fully participate in this valuable program to meet the projected needs for airport improvements, expansion and construction.

Under the existing Federal airport program, Alaska's share each year has come from a special fund set aside for Alaska, Puerto Rico, the Virgin Islands, and Hawaii. Last year Alaska received an allocation of only \$1,350,000 which the State matched with \$450,000, for a total program of \$1,800,000. Had it not been for discretionary funds, Alaska could not have kept its airport program on schedule. Fortunately Alaska's eligibility to participate in the discretionary fund was established by legislation enacted by Congress 2 years ago.

Under the terms of the legislation now pending before this subcommittee, the State of Alaska would receive a Federal allocation of \$3,994,844 yearly, with the State matching \$2,396,906 for a total annual program of \$6,391,750 for each of the next 5 years. The Federal Aviation Agency has listed as justifiable new facilities for Alcan,

Andreafski, Anvik, Barrow, Buckland Chevak, Chignik, Clarks Point, Eek, Holikachuk, King Cove, Kipnuk, Kokrines, Mountain Village, Napakiak, New Knock Hock, Nunapitchuk, Ohogamute, Pedro Bay, Petersburg, Quinhagak, Rainy Pass, Russian Mission, St. George Island, St. Michael, Savoonga, Scammon Bay, Shageluk, Sheldon Point, Stebbins, Swanson River, Teller, and Tununak. The FAA also has recommended that many of the 235 air facilities located throughout Alaska be improved during the 5-year period covered by the pending legislation. These improvements would be made to keep pace with the ever-increasing passenger load. The FAA predicts that 226,000 passengers will be taking off and landing at the major air centers in Alaska in 1966. Accordingly, I fully support this legislation.

In closing, Mr. Chairman, I thank the subcommittee for giving me the opportunity to be heard.

Mr. WILLIAMS. Are there any questions? If not, we appreciate your appearance and testimony, Mr. Rivers.

Mr. RIVERS. Thank you, Mr. Chairman.

Mr. WILLIAMS. Our next witness is Mr. James D. Ramsey, director of the Michigan Department of Aeronautics and chairman of the National Airport Survey Committee.

Mr. Ramsey.

**STATEMENT OF JAMES D. RAMSEY, DIRECTOR, MICHIGAN DEPARTMENT OF AERONAUTICS, AND CHAIRMAN, NATIONAL AIRPORT SURVEY COMMITTEE**

Mr. RAMSEY. Mr. Chairman and Mr. Friedel, my name is James D. Ramsey. I am representing at this stage the National Airport Survey Committee.

This committee is composed of members of the Airport Operators' Council, the American Association of Airport Executives, and the National Association of State Aviation Officials.

These three groups are particularly interested in the development of the Nation's airports, and while they were unanimous in their opinion that the act should be extended, they fully recognized that Congress needs more than opinions, and this committee was formed to attempt to gather some facts and statistics that we hope will substantiate the need for the continuation of the program.

The manner in which we went about this survey was not entirely something new inasmuch as the three organizations had previously conducted two surveys of a similar nature.

Headquarters were set up in the State of Michigan, and the committee designed the standard questionnaire forms. And this year we went a little further than we had in the past, in that we asked for considerably more information, more detailed information.

A State coordinator was appointed in each State and these questionnaires were sent to the State coordinator who in turn transmitted the document to the publicly owned airports within his State.

It was then the responsibility of the State coordinator to compile these figures on a single sheet and send them back to national headquarters. We then compiled those into a final report.

The final report has been published, and I would like to present copies of this to the committee and, of course, also to your technical staff.

This particular report contains a tremendous amount of information, and I do not want to take the time of the committee today to go through each point. However, in order to touch on the highlights of the survey, we have developed some slides which we would like to show to the committee which, we think, maybe bring forth some of the salient points.

This first slide, gentlemen, attempts to show the extent of the coverage of the survey itself. It ranges from 100 percent in the gray-colored States down to less than 20 percent in the red-colored States. We do have a complete coverage of some percentage throughout the entire country.

Mr. WILLIAMS. What do you mean by "complete coverage"? Do you mean that every airport was contacted?

Mr. RAMSEY. Not that every airport was contacted, but every airport that received a questionnaire returned the questionnaire in those States that indicate 100 percent.

This is a percentage return as related against the questionnaire factors sent out.

Mr. WILLIAMS. And you surveyed all of the airports?

Mr. RAMSEY. We surveyed somewhat less than all of the publicly owned airports. I have a chart that follows this that will indicate the number of airports surveyed.

This indicates the airports that were reported in the survey. We asked the State coordinators to fill in the total of airports in each State. From this we totaled this first column which indicates a total of around 7,600 publicly owned airports in the country, of which there were some 800 and some, the balance being general aviation—I beg your pardon—this is not all publicly owned airports. This is total airports of which in excess of 50 percent are privately owned airports over the country.

On the public airports, it came out about 3,600 public airports reported on the survey.

The next bar indicates the number of airports shown on the national airport plan, 1961, the national airport plan which is approximately 3,300 airports.

Incidentally, the red area indicates the air-carrier airports in the general aviation airports.

The number of airports that received questionnaires is represented by this column, which is slightly in excess of the number that is carried on the national airport plan. It is about 3,400 airports.

This column reports or represents the returns from the survey. Actually, this represents the airports reporting projection. There were about 1,500 questionnaires returned out of the 3,300 that we sent out, giving us a total coverage of around 46 percent. And as to the percentage between the two types of airports, 62 percent of the carrier airports contacted reported and about 30 percent of the general aviation airports reports reported.

The survey indicated, reported this number of aircraft, approximately 85,000 or a little less, of general aviation aircraft and 2,100 air-carrier aircraft. We thought it rather significant that on the actual surveys themselves—this figure here represents what the States re-

ported and not necessarily what the individual surveys reported—but on the individual surveys we have some 35,000 general aviation aircraft reported on that, of which 58 percent of them were located on air-carrier fields. The other was 42 on general aviation fields.

If you have any questions, gentlemen, as I go along here I will be happy to answer them.

This attempts to show you the relationship and the results of the survey relative, on your left here, to the number of projects and their distribution among the two categories of airports.

We show 1,874 projects planned on general aviation airports against 1,264 on air-carrier airports or about 60-40 split in the number of projects.

We come to the right and this represents the dollar volume involved in the projects requested, and the ratio reverses itself rather strongly in that the air carrier represents some 86 percent requirement on the dollar volume; general aviation, about 14 percent.

In total dollars our survey indicated a need over a 4-year period of \$1,125 million of which \$964 was requested by air-carrier airports; \$160 million, by general aviation airports.

The survey also requested information on the amount of funds available to meet this express need. The survey indicated that it delivers approximately \$588 million of local and State funds to be available to meet this need over the next 4 years, which left the sum of about \$537 million over a 4-year period over additional funds that were needed if all of this work was to be accomplished in that time.

We have attempted to show her how the work would be spread out. This is how the surveys indicated they needed the improvements.

As you can see, the bulk of the money would go into the basics of the airport, paving, preparation of site, and land which would exceed 60 percent of the total. We thought it rather interesting to know the requirements for terminal buildings construction which we recognize is a controversial subject. Nevertheless, it is a needed development for airports and the survey showed that approximately 22 percent of the funds needed were planned for terminal buildings, and dividing this down, and again this percentage here relates to the total dollar percentage, 4 percent, it is estimated, would be spend for providing of a FAA rent-free space and that is a little too confining. Actually, that should be Federal rent-free space since it would include Weather Bureau facilities.

Six percent is for public use areas and approximately 12 percent of the total would go to the revenue-producing areas within the terminal building themselves.

Now this includes a breakdown of the terminal building cost. However, these percentages are related now to the total of the terminal building cost rather than the total dollar cost of all projects planned.

It indicated that 54 percent of the money is to be spent for revenue-producing space within the terminal building; 18 percent of the total terminal building cost would go into Federal rent-free space, and 28 percent would go into public use space within the terminal.

We attempted also—well, I should say how we arrived at these particular figures, was using some known costs on developing these particular portions of the building. It came out \$32 per square foot on the cost of rent-free space and \$22 per square foot for all other space.

Mr. WILLIAMS. Before you leave that, what is the difference between the revenue-producing area and the public use area?

Mr. RAMSEY. The primary difference would be restrooms and lobbies, hallways, and things of that nature, which would be public use. Revenue producing would be restaurants, airline service space, rental car space, and things of that nature.

Mr. WILLIAMS. I see.

Mr. RAMSEY. We also asked the airports to indicate what they were receiving as an average for this particular space. This is not quite a fair comparison as our previous chart indicated what was planned. This indicates what is being charged.

It shows \$2.64 per square foot rental charge on the revenue producing, an average of 87 cents for a service charge on the rent-free space and, of course, nothing in the public use.

However, in analyzing this from the standpoint of what they indicated they would like to charge in the future, this would go up to \$3, according to their estimates.

This would go up to \$1.03. These are averages throughout the country as reported on the survey.

This chart is something we would like to draw particularly to your attention. We think that it is very significant. As I have pointed out to you earlier, these three organizations conducted two similar surveys in the past. We conducted one survey and it covered the period 1956 and 1957.

The second survey covered a 4-year period from 1958 to 1961. And now the third survey covers the period from 1962 through 1965.

We have attempted to relate on this chart our forecast against what actually happened during the 6-year period of our previous surveys.

The column on the left represents the forecast of the survey. The gray column in each of the years represents the forecast that the survey said would be the need that would exist in that particular year. The green bar in each of the years represents the actual number of project requests received by the, in this case, the CAA and the FAA in later years. The red bar represents the actual appropriation of funds for that year to cover the requests as represented by the green bar.

I want to point out that in each of these cases, the green and the red bars, it was necessary for us to double the figures submitted, because they represented only requests for Federal funds which is approximately one-half of the total project cost.

I think you will note in each year, with the exception of 1958, the project requests have exceeded the forecast of the survey which we believe pretty well establishes the accuracy of the survey, and even in 1958 this was involved in the extension of the program and a late program announcement date. We combined these 2 years together since, you will notice, the requests far exceed the level of requests in other years, and it still follows through that the total requests far exceeded that we forecast in our annual survey.

I think that is all.

Following the completion of the technical data, gentlemen, we recognized that this particular booklet, with this detail, would not be of vital interest to all parties, and it was at that time that the American Municipal Association, the National Association of County Officials, and the U.S. Conference of Mayors joined with the first

three groups and produced a brochure which contained the salient points of the broad survey itself, together with editorial comments representing the three groups' feelings on the need for the extension of the act.

I would like to call your attention to the fact that these six organizations are organizations of Government entities and are not organizations of profit or private interest.

This brochure will be distributed to all Members of Congress and will be distributed also to virtually all of the cities and local governments that are interested in the program.

I would also like to have the record have copies of this particular report. For your information, all of these slides that I have shown you are contained within the full report, together with an explanation of the slides.

That completes my testimony, Mr. Chairman.

Mr. WILLIAMS. Thank you, sir. I believe, Mr. Ramsey, that you will come back later before the subcommittee to testify with a different hat on.

Is that right?

Mr. RAMSEY. That is correct, sir.

Mr. WILLIAMS. I presume that the committee will probably want to withhold questioning until then.

Do any of the members have any questions now?

Mr. FRIEDEL. No.

Mr. HARRIS. No.

(The documents referred to above are as follows:)

COMMENTS ON THE 1961 - 1965  
NATIONAL AIRPORT SURVEY  
AND  
PROPOSED CHANGES IN  
THE FEDERAL AIRPORT ACT

The Federal Airport Act expires June 30, 1961. To support its continuance and obtain data in support of major changes in the Act and the administration thereof, it was determined that a current appraisal of public airport development during the next four fiscal years, July 1, 1961 to June 30, 1965, would be needed.

Three organizations--the Airport Operators Council, the American Association of Airport Executives, and the National Association of State Aviation Officials--jointly conducted a National Airport Survey during September and October of 1960.

A State supervisor designated for each State and Territory sent questionnaires to all known airport authorities and/or communities in his State that now own a public airport or are contemplating development of a new public airport during the next four years. The State supervisor tabulated the replies of his State and compiled a State or Territorial summary. These summaries were sent to the National Survey headquarters in Michigan, where they were tabulated and compiled on a National basis.

The questionnaire used in this survey was designed to obtain certain basic information on airport development, as well as additional information to support questionable items that have been kicked around during the last six years of actual performance under this program.

The main point of the survey was to obtain airport development that is now currently eligible under the present Federal Airport Act, contemplated for each fiscal year; and in addition, other airport development not now eligible but yet being considered for development within the next four years. Data on the status of local funds was obtained, as well as those States that were planning to assist financially in the program. Federal "rent-free" space was of prime importance. The sponsors of this survey desired to know how much space was being provided at the present time, and at what annual rate such space was being furnished. In addition, it was desired to know approximately how much additional "rent-free" space would be required during the next four fiscal years, and at what rate they anticipated this space would be furnished. Since based aircraft has been one of the main points of the criteria for determining eligibility of a project under the program, it was desired to obtain this information at each location, as well as the total active civil aircraft within each State.

Results of this survey show that 1,338 airports are planning 3,129 projects during the next four fiscal years. Total reported costs for all airport development planned during this four-year period is \$1.1 billion. It is anticipated that \$522,000,000 of this cost will become available from local sources and \$61,000,000 from State sources, for a total of \$583,000,000, leaving a deficit of \$532,000,000.

Nation's Airports

The Nation's airports recorded on this survey total 7,660, of which 53% are privately owned and 47% are publicly owned. Of the publicly owned airports, 21% are air carrier and 79% are general aviation. Of the 3,631 public airports, 92% were sent questionnaires, which a little over one-half completed and returned. Of 46% of those returning questionnaires, 1,338 reported proposed development, representing approximately 37% of all the public airports in the nation. Out of a possible 811 air carrier airports, 501 are proposing further airport development. This represents 62% of their total. General aviation, representing 2,820 airports in the Nation, only recorded 30% coverage, with 837 airports reporting. This coverage is understandable, because at air carrier airports there is more talent to draw upon to handle a survey of this type. It is interesting to note that according to FAA's publication, "Air Commerce Traffic Pattern," revised and issued in December 1960, 573 airports were listed in the airport air carrier category. The survey as reported by the States listed 811 air carrier airports, of which 501 reported development. Each of these three tabulations reveals that 5% were large hubs, 6% medium hubs, 14% small hubs, and the remaining 75% for non-hubs. The following tabulation shows the status of airports covered in this report. Further details may be found in Tables 1, 2, and 3.

## Grand Total

<u>Type</u>	<u>Air Carrier</u>	<u>General Aviation</u>	<u>Total</u>
Public	811	2,820	3,631
%	10.6	36.8	47.4
Private	2	4,027	4,029
%	-	52.6	52.6
Total	813	6,847	7,660
%	10.6	89.4	100

## Airports Surveyed

<u>Type</u>	<u>Air Carrier</u>	<u>General Aviation</u>	<u>Total</u>
1. Total Pub. Airports	811	2,820	3,631
%	22	78	100
2. Question. sent	736	2,628	3,364
%	22	78	100
% of #1	91	93	93
3. Question. returned	523	1,020	1,543
%	33.9	66.1	100
% of #2	73	39	46
% of #1	66	36	43

4. Reporting Projects	501	837	1,338
%	37	63	100
% of #3	94	82	86
% of #2	68	32	40
% of #1	62	30	37

Nation's Aircraft

The Survey shows that general aviation aircraft, and not the airlines with their glamorous jet liners, is the real giant of aviation. Of the 86,583 aircraft recorded in the Nation, 97.5% were general aviation aircraft, while only 2.5% or 2,127 were classified as air carrier aircraft. Of the grand total recorded, 90% are single engine aircraft and 10% are multi-engine aircraft. Of the total aircraft recorded in the Nation, two-fifths of these aircraft are based at those airports reporting development on this survey. Of the 35,596 aircraft based at airports considering development in the next four years, 58% are based at the air carrier airports, and 42% are based at general aviation airports. The ratio of the single and multi-engine aircraft is distributed in proportion to the total percentage. Excluding the air carrier aircraft, the multi-engine aircraft is distributed almost equally between the air carrier airports and the general aviation airports--6% being based at air carrier, and 5% being based at general aviation airports. The following tabulation shows the status of aircraft covered in this report. Further details may be found in Tables 5, 6, and 7.

Grand Total			
Type	Single Engine	Multi- Engine	Total
Air Carrier	0	2,127	2,127
%	0	2.5	2.5
Gen. Aviation	77,474	6,982	84,456
%	90	7.5	97.5
Total	77,474	9,109	86,583
%	90	10	100

Based at Airports Surveyed

Air Carrier Airports	16,225	4,350	20,575
%	46	12	58
Gen. Av. Airports	13,651	1,370	15,021
%	37	5	42
Total	29,876	5,720	35,596
%	83	17	100

Airport Development

Replies received from the 1,338 airports (Table 3) reported a total of \$1.1 billion of planned airport development in the next four years (Tables 8, 9, and 10). This represents approximately 3,130 projects for this period. Comparing airport projects with airport dollars, it indicates that approximately 60% of the projects will be developed at general aviation airports for a total investment of approximately \$160,000,000 or 14% of the total investment; while 40% of the projects will be developed at air carrier airports representing approximately \$764,000,000, or 86% of the total development.

Airport development for all categories of airports shows the following distribution: Land and Approach Acquisition, 13.2%; Landing Area Development, 15.4%; Paving, 33.8%; Lighting & Electrical Costs, 5.2%; Terminal Buildings, 22.2%, of which 4% will be required to furnish space for Federal quarters; 6.3% for Public Use Areas, and 11.9% for all Revenue Producing Areas; Auxiliary Buildings, 4.3%; other Terminal Areas (Chart--"Airport Development Dollar"), 5.9%. All development falling into the above categories is currently eligible under the Federal Airport Act. It should be noted that airport parking areas included in other airport development not currently considered as eligible under the Federal Airport Act amounts to approximately 2.5% of the total airport development costs (Table 10).

Previous Surveys

The tabulators were interested in comparing the results of this survey with the results of previous surveys conducted by the three organizations. Records of the first survey of 1956, 1957 and the previous four-year survey covering 1958 - 1961 were examined and found that each followed a similar pattern. (Refer to Chart, "Comparison--Survey Results with Actual Performance"). It was noted that the first year covered by each survey was comparable, and with each year of the period following the first year, descended in comparable proportions to the end of each survey period.

Having the data of the previous surveys available, a comparison was made with actual performance. The tabulators obtained from the Federal Aviation Agency a listing of all project requests for the fiscal years 1956 - 1961. It was found that for each year except the fiscal year 1958, actual project requests for each year were higher than what was shown as needed on the survey. From this information, it was concluded that the 1961 - 1965 survey was reasonably accurate; and that as progress is made into the years ahead, the actual project requests filed with the FAA for each future year's program will exceed the amount that is shown as a result of this survey. The following table shows the results of this summary.

Airport Development

Comparing Survey Results with Performance  
(Millions of Dollars)

Survey No.	Fiscal Year	Annual Survey Needs	Annual *Proj. Requests	Annual *Allocations
1	'55-56	281.00	322.47	118.01
	'56-57	187.35	255.70	114.53

2	'57-58	379.88	305.87	131.09
	'58-59	275.24	384.53	129.21
	'59-60	216.57	266.25	122.23
	'60-61	195.26	297.41	117.67
3	'61-62	297.00		
	'62-63	238.39		
	'63-64	195.30		
	'64-65	243.50		

\*Actual total development not available for these categories. FAA records only Federal funds--amounts doubled to compare with survey.

Terminal Buildings

Due to congressional limitations on the use of Federal funds for developing terminal buildings, the many changing policies of FAA in interpreting those limitations and their ever-increasing demand for additional rent-free space, the Committee felt it desirable to obtain as much data as possible to arrive at some conclusions and guide lines for future legislation. It was felt that this could be accomplished if Federal rent-free space, public use space and revenue producing space requirements were known. They surveyed the Federal rent-free space now being provided and at what annual rate this space was being furnished. In relation to this the question was asked what rate was applicable to the same area on a commercial basis. In addition, the sponsors were asked how much additional space would be needed for rent-free purposes during the next four fiscal years. The same question as to rates was asked. In addition, the committee asked that development costs be provided for three main categories of space.

The results on certain portions of these questions did not appear too accurate. As an example, sponsors in reporting service charges on an annual rate per square foot basis for FAA rent-free space, indicated \$1.00. It was felt by the tabulators that this perhaps was incorrect in that many of FAA's space contracts are on an annual basis of \$1.00 and other considerations. However, the tabulator in analyzing this problem gave them the benefit of the doubt and recorded it as \$1.00 per square foot per year. Others in reporting charges for rent-free areas indicated charges for land rather than for building space. These were not tabulated. In addition the survey showed that approximately 880,000 square feet of rent-free space is now being provided. If this figure is correct, it appears that the 2% additional rent-free area to be provided in the next four years would be in error. This statement is made on the basis of TSO-N13b. Under this TSO the space requirements for air traffic control tower quarters and other space of FAA has increased by a greater percentage than 2%. The following table was developed from the Total Development Cost for Terminal Buildings as reported on the survey. Federal rent-free space was computed from the survey information while the cost per square foot of other areas was analyzed on the basis of six buildings of various sizes developed in the State of Michigan.

Total Development Cost

<u>Type of Space</u>	<u>Square Feet</u>	<u>Sq. Ft. Cost</u>	<u>Total</u>	<u>%</u>
Federal "Rent-Free"	1,198,500	\$32.00 /1	\$ 39,063,500	18.0
Public Use Area	2,786,000	\$22.00 /2	61,293,000	28.3
Revenue Producing Area	5,248,000	\$22.00 /2	115,463,500	53.7
Total	9,232,500	-	\$215,820,000	100

/1 Reported on Survey /2 Michigan average

On the basis of this total cost, the tabulators determined the participant's cost for providing this space. The following table indicates this information on the basis of the present formula and what is currently eligible under the Federal Airport Act.

Participant's Development Cost

<u>Type of Space</u>	<u>Square Feet</u>	<u>Federal</u>	<u>Sponsor</u>	<u>Total</u>
Federal "Rent-Free"	1,198,500	\$19,531,750	\$ 19,531,750	\$ 39,063,500
Public Use Area	2,786,000	\$30,646,500	\$ 30,646,500	\$ 61,293,000
Revenue Producing Area	5,248,000	0	\$115,463,500	\$115,463,500
Total	9,232,500	\$50,178,250	\$165,641,750	\$215,820,000

On the acceptance of a grant offer the sponsor must obligate himself for a period of 20 years under the terms of the offer. On this basis and on the basis of the rates established by the survey, the tabulators attempted to determine what the sponsor's profit would be after operation costs were taken out. On the basis of the commercial rate of \$3.00 and rent-free space at \$1.03, which would be considered as operation cost, the tabulators arrived at the following:

Profit After \*Operation Cost - Survey Rates

Commercial Rate \$3.00

\* Assumed to be \$1.03 per sq. ft. - Federal "Rent-Free" Rate

<u>Type of Space</u>	<u>Square Feet</u>	<u>Rates</u>	<u>Total Profit</u>
Federal "Rent-Free"	1,198,500	0	0
Public Use Area	2,786,000	(-) \$1.03	(-) \$ 2,869,580
Revenue Producing	5,248,000	\$1.97	\$10,338,560
Net Profit			\$ 7,468,980
20 Year Obligation	\$7,468,980	at 20 yrs.	\$149,379,600

\* \* \*

Based upon the assumption that rent-free space would be furnished at commercial rate of \$3.00 and operational cost was \$1.03, the tabulators arrived at the following:

Federal "Rent-Free"	1,198,500	\$1.97	\$ 2,343,045
Public Use Area	2,786,000	(-) \$1.03	(-) \$ 2,869,580
Revenue Producing	5,248,000	\$1.97	\$ 10,338,560
Net Profit			\$ 9,812,025
20 Year Obligation	9,812,025	at 20 yrs.	\$196,240,500

\* \* \*

Based upon the results of this survey the tabulators wanted to determine what the sponsor's cost and profit would be if the Federal Aviation Agency provided their own space requirements from other sources and participated only to the extent of 50% in Public Use Space. The following table is developed on this basis:

## FEDERAL AIRPORT AID EXTENSION

Participant's Development Cost

	<u>Square Feet</u>	<u>Federal</u>	<u>Sponsor</u>	<u>Total</u>
Public Use Space	1,198,500	\$30,646,500	\$30,646,500	\$61,293,000
Revenue Producing	5,248,000	0	\$115,463,500	\$115,463,000
Total	6,446,500	\$30,646,500	\$146,110,000	\$176,756,000

As a result of this distribution of participant's cost on this basis, the profits after operation are analyzed in the following table:

Profit after \*Operation Cost

\*Assumed to be \$1.03 - Profit \$1.97

Public Use Space	2,786,000	(-) \$1.03	(-) \$ 2,869,500
Revenue Producing	5,248,000	\$1.97	\$ 10,338,560
Total			\$ 7,468,980
20 Year Obligation	7,468,980	at 20 yrs.	\$149,379,600

Because of the many variables in building construction, and the analyzation of the problems involved is somewhat inaccurate, it does not appear that a sound conclusion can be made; thus the Committee was unable to arrive at any suggested changes for legislation on terminal buildings.

Explanation of other data contained in this report:

Wage Determination

The Wage Determination Chart has been prepared on the basis of material extracted from the records in the office of the Department of Aeronautics, State of Michigan. This chart was prepared on a study of the last 18 months' operation of the Federal Aid Airport Program, and was based upon 38 contracts involved during this period. The tabulation of the information covered showed that it takes an average of 64 days for a wage determination to go through the channels of the FAA to the Labor Department and be returned to the sponsor. This determination is effective for a 90-day period; and each determination averaged 12 days' expiration when received. Because of the many channels through which this must pass, it is difficult to estimate the correct timing of contract lettings. Therefore, it was found that of 58% of all the contracts on which wage determination had been made, it had to be repeated. Further, of 8 of the contracts, or 21%, on which a second determination had been made, the determination had to be repeated for the third time. If the sponsor could go directly to the Labor Department, this procedure could be accomplished in approximately three weeks, and the determination upon receipt would be approximately one week old. If this method were accomplished, there would be better timing on the first determination, estimated to cover approximately 99% of the contracts, limiting the re-determinations to less than 1%, and completely eliminating third determinations. Thousands of man-hours would be saved, and less frustration would occur in this phase of the program.

MICHIGAN'S PROGRESS IN F.A.A.P., 1956 THROUGH 1961

The tabulators felt that while this information was not extracted from the survey, the Michigan chart, being readily available, would be helpful to those analyzing program processes, and they could see what Michigan's progress has been on approved projects during the six-year period and relate this to their own problems.

These charts have been prepared on an accumulative basis to indicate the number of projects and the dates on which certain events have happened relative to those projects. The vertical bars represent the total number of projects approved during the year and each preceding year. At the top and to the left of each bar, the dot indicates the date FAA announced the allocation for that particular fiscal year. Reading from left to right, the first gray area of the chart indicates the period of time from the date the project application is submitted to the DAE until the date the grant offer is made. The second dark area indicates the length of time between the date of the grant offer and the date of the award of contract. These two areas indicate the length of time that the project is under the control of FAA. The middle gray area of the chart covers a period of time from the date of the contract award until the date of contract completion. This is the length of time that is involved in the actual airport construction. The inner dark area represents the length of time involved in the preparation of final documentation after construction has been completed, and prior to the date the documentation is submitted to the District Airport Engineer for a request for final audit. The next gray area indicates the period of time from the date the DAE receives the request for final audit until the date the final audit is prepared. The dark area at the lower limits of the chart indicates the length of time involved from the date the final audit is made until the date the final payment is made on a project. The two latter areas are similar to the first in that they indicate the length of time the project is under the control of FAA.

On Chart 2a, as of February 15, 1961, a total of 107 projects were programmed for the six-year period. Of these 107 projects, five are yet to be submitted to FAA; 12 are in the hands of FAA awaiting their review and approval of the project and issuance of a grant offer; seven have been reviewed and advertised, the grant offer is being accepted by the sponsor, and contracts have been prepared and are being executed by the contractor and the sponsor; and 32 are under construction. As of February 15, the chart indicates that construction had just been completed on three projects, and they are in the process of final documentation prior to final audit request; and 14 projects on this date are in the hands of the DAE requesting final audit. The next 14 have been audited, the audit has been prepared, and the sponsor is awaiting the final determination by the Audit Review Committee prior to the sponsor's receipt of final payment. At this stage 20 projects had been fully completed and final payment received.

Chart 2b indicates the length of time involved in completing the various stages for the number of projects indicated, from the date of the allocation to the date the plans, specifications, engineer's estimate, engineering report, project application, Exhibit "A," legal opinion, sponsor's certification of funds, and--if land was involved--the land acquisition summary report, easements, appraisals, and other miscellaneous documents involving land acquisition, and a request for wage determination have been submitted to the DAE. The average length of time to complete this phase, involving 103 projects, has been 42 weeks per project.

The next area of the chart is the length of time that the project and all documentation is in the hands of the DAE being reviewed by him and the Regional Office. The Regional Office during this period is reviewing the plans and related legal documentation, and preparing the grant offer. After review, the plans have been returned for correction, have been resubmitted to him, and he has authorized the advertisement for bids. This period has involved 94 completed projects, and has taken an average of 14 weeks.

The next area of the chart involves 86 projects which have been advertised and bids taken, recommendation of awards have been submitted to the DAE, grant offers have been accepted, and contracts have been signed. This period of time has averaged 12 weeks per project.

The middle area of the chart indicates the period that the project is under construction. This involves 60 projects for an average of 30 weeks per project to complete construction.

In the next area of the chart, the construction has been completed and the State is in the process of making final payment to the contractor, preparing as-built plans, clearing any special conditions that involve final payment, collecting and preparing final papers and submitting them to the DAE for request for final audit. This has involved the completion of 52 projects with an average length of time of 51 weeks.

The next area of the chart is the length of time that final documentation is being processed by the DAE until the date the auditor makes final audit. This process requires an average of 20 weeks to handle 45 projects.

The lower dark area of the chart is the time between the audit and date of final payment. During this period the Regional Grant Review Committee has determined final eligibility of project costs, final Federal payment is made, and the project closed. This has involved 25 projects for an average of 27 weeks.

Of the 20 projects that have been fully completed, an average total of 179 weeks, or three and one-half years, has been required to develop a project from the date of allocation until the date of final payment.

NATIONAL AIRPORT SURVEY  
1961 - 1964

Conducted Jointly By  
Airport Operators Council  
American Association of Airport Executives  
National Association of State Aviation Officials

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## NATIONAL AIRPORT SURVEY

TABLE 1

Conducted Jointly By  
 Airport Operators Council--American Association of Airport Executives  
 National Association of State Aviation Officials

EXISTING AIRPORTS REPORTED BY TYPE, DEC. 31, 1960

STATES	AIR CARRIER		GENERAL AVIATION		Total All Public Use Airports
	Public	Private	Public	Private	
ALABAMA	10	0	43	24	77
ALASKA	192	0	64	98	354
ARIZONA	11	0	90	30	131
ARKANSAS	12	0	43	31	86
CALIFORNIA	38	1	175	359	573
COLORADO	13	0	45	35	93
CONNECTICUT	4	0	3	77	84
DELAWARE	2	0	1	7	10
FLORIDA	22	0	73	71	166
GEORGIA	13	0	39	4	56
HAWAII	10	0	3	1	14
IDAHO	9	0	126	55	190
ILLINOIS	14	0	42	70	126
INDIANA	13	0	92	28	133
IOWA	13	0	70	126	209
KANSAS	10	0	89	86	185
KENTUCKY	8	0	23	15	46
LOUISIANA	9	0	32	43	84
MAINE	9	0	20	13	42
MARYLAND	3	0	8	31	42
MASSACHUSETTS	9	0	15	27	51
MICHIGAN	24	1	101	95	221
MINNESOTA	13	0	90	17	120
MISSISSIPPI	12	0	32	18	62
MISSOURI	9	0	72	127	208
MONTANA	15	0	88	319	422
NEBRASKA	18	0	78	148	244
NEVADA	6	0	9	35	50
NEW HAMPSHIRE	7	0	9	15	31
NEW JERSEY	6	0	24	58	88
NEW MEXICO	15	0	21	47	83
NEW YORK	22	0	24	192	238
NORTH CAROLINA	16	0	43	46	105
NORTH DAKOTA	8	0	104	165	277
OHIO	13	0	169	217	396
OKLAHOMA	12	0	62	48	122
OREGON	6	0	84	100	190
PENNSYLVANIA	16	0	149	278	443
RHODE ISLAND	1	0	4	0	5
SOUTH CAROLINA	8	0	47	38	93
SOUTH DAKOTA	13	0	44	14	71
TENNESSEE	13	0	50	1	64
TEXAS	61	0	166	405	632
UTAH	9	0	37	100	146
VERMONT	4	0	16	15	35
VIRGINIA	9	0	22	41	72
WASHINGTON	15	0	65*	92*	172
WEST VIRGINIA	9	0	33	22	64
WISCONSIN	16	0	56	43	115
WYOMING	11	0	25	100	136
TOTAL ALL STATES	811	2	2,820	4,027	7,660
TER. PUERTO RICO	3	0	12	1	16
% OF TOTAL	10.6		36.8	52.6	100%

\* Not reported. Total from FAA report dated January 1, 1960. Breakdown prorated according to national average. Virgin Islands not reported.

NATIONAL AIRPORT SURVEY  
(July 1, 1961 to June 30, 1965)

TABLE 2

Conducted Jointly By  
Airport Operators Council - American Association of Airport Executives  
National Association of State Aviation Officials

## QUESTIONNAIRES DISTRIBUTED AND RETURNED BY AIRPORT TYPE

STATES	NUMBER OF QUESTIONNAIRES SENT			NUMBER OF QUESTIONNAIRES RET'D		
	Air Carrier	General Aviation	TOTAL	Air Carrier	General Aviation	TOTAL
ALABAMA	6	24	30 *	4	-	4
ALASKA	101	17	118	101	17	118
ARIZONA	12	20	32	6	16	22
ARKANSAS	12	56	68 *	3	7	10
CALIFORNIA	41	339	380 *	24	44	68
COLORADO	13	65	78 *	6	5	11
CONNECTICUT	9	4	13 *	9	4	13
DELAWARE	2	5	7 *	1	1	2
FLORIDA	24	71	95 *	21	62	83
GEORGIA	13	32	45	8	7	15
HAWAII	10	4	14	6	2	8
IDAHO	6	24	30	6	20	26
ILLINOIS	14	44	58	14	44	58
INDIANA	14	32	46	10	9	19
IOWA	10	51	61	6	16	22
KANSAS	11	80	91	3	12	15
KENTUCKY	8	52	60	8	47	55
LOUISIANA	10	30	40 *	7	5	12
MAINE	13	20	33	6	19	22
MARYLAND	3	21	24 *	2	6	8
MASSACHUSETTS	9	31	40	9	31	40
MICHIGAN	24	114	138	22	70	92
MINNESOTA	13	93	106	13	39	52
MISSISSIPPI	12	52	64	12	52	64
MISSOURI	9	72	81	3	11	14
MONTANA	13	44	57	13	44	57
NEBRASKA	17	80	97	12	42	54
NEVADA	6	13	19 *	4	1	5
NEW HAMPSHIRE	7	23	30 *	5	4	9
NEW JERSEY	6	27	33 *	2	-	2
NEW MEXICO	8	7	15	4	4	8
NEW YORK	21	10	31	13	4	17
NORTH CAROLINA	16	53	69 *	3	-	3
NORTH DAKOTA	10	60	70 *	6	21	27
OHIO	12	18	30	7	7	14
OKLAHOMA	14	53	67	7	16	23
OREGON	8	42	50 *	6	11	17
PENNSYLVANIA	16	14	30	16	13	29
RHODE ISLAND	1	4	5	1	4	5
SOUTH CAROLINA	8	22	30 *	8	16	24
SOUTH DAKOTA	13	66	79	13	36	49
TENNESSEE	13	50	63	13	50	63
TEXAS	65	435	500 *	28	85	113
UTAH	9	37	46	9	31	40
VERMONT	4	23	27	4	18	22
VIRGINIA	9	16	25 *	4	8	12
WASHINGTON	15	60	85	7	7	14
WEST VIRGINIA	9	16	25 *	5	4	9
WISCONSIN	16	77	93	15	28	43
WYOMING	11	25	36	11	20	31
TOTAL ALL STATES	736	2628	3364	523	1020	1543
PER. PUERTO RICO	3	22	25	3	20	23
% of Total	21.9	78.1	100	33.9	66.1	100

\* NOT REPORTED - Number of questionnaires sent to State Coordinators

NATIONAL AIRPORT SURVEY  
 (July 1, 1961 to June 30, 1965)

TABLE 3

 Conducted Jointly by  
 Airport Operators Council—American Association of Airport Executives  
 National Association of State Aviation Officials

 AIRPORTS RETURNING QUESTIONNAIRES REPORTING PLANNED  
 DEVELOPMENT BY AIRPORT CATEGORY

STATES	New	Exist.	Air Carrier				Total	General Aviat.	Grand Total
			Large Hubs	Medium Hubs	Small Hubs	Non Hubs			
ALABAMA	0	3	0	0	2	1	3	0	3
ALASKA	46	72	0	0	0	101	101	17	118
ARIZONA	3	19	0	2	0	4	6	16	22
ARKANSAS	1	9	0	0	1	2	3	7	10
CALIFORNIA	7	57	4	3	4	13	24	40	64
COLORADO	0	8	1	0	1	4	6	2	8
CONNECTICUT	5	7	0	1	0	7	8	4	12
DELAWARE	0	1	0	0	1	0	1	0	1
FLORIDA	2	28	2	2	3	5	12	18	30
GEORGIA	0	7	1	0	1	3	5	2	7
HAWAII	0	8	0	0	0	6	6	2	8
IDAHO	0	15	0	0	1	5	6	9	15
ILLINOIS	2	56	2	0	2	10	14	44	58
INDIANA	0	17	0	1	3	5	9	8	17
IOWA	1	21	0	1	3	2	6	16	22
KANSAS	0	10	0	0	1	2	3	7	10
KENTUCKY	10	28	0	1	1	6	8	30	38
LOUISIANA	1	9	1	0	5	1	7	3	10
MAINE	3	16	0	0	1	5	6	13	19
MARYLAND	3	-5	0	1	0	1	2	6	8
MASSACHUSETTS	17	23	1	0	1	7	9	31	40
MICHIGAN	9	81	3	0	4	15	22	68	90
MINNESOTA	1	50	1	0	1	11	13	38	51
MISSISSIPPI	26	37	0	0	1	11	12	51	63
MISSOURI	2	6	0	0	1	2	3	5	8
MONTANA	8	49	0	0	2	11	13	44	57
NEBRASKA	4	25	0	1	1	8	10	19	29
NEVADA	0	5	0	2	0	2	4	1	5
NEW HAMPSHIRE	0	8	0	0	0	5	5	3	8
NEW JERSEY	0	2	1	0	0	1	2	0	2
NEW MEXICO	0	8	0	1	0	3	4	4	8
NEW YORK	1	16	3	1	3	6	13	4	17
NORTH CAROLINA	0	3	0	1	1	1	3	0	3
NORTH DAKOTA	6	21	0	0	1	7	8	19	27
OHIO	0	10	1	1	0	2	4	6	10
OKLAHOMA	0	9	0	2	0	4	6	3	9
OREGON	2	10	0	1	1	3	5	7	12
PENNSYLVANIA	0	26	2	0	5	9	16	10	26
RHODE ISLAND	0	5	0	0	0	1	1	4	5
SOUTH CAROLINA	6	14	0	0	3	4	7	13	20
SOUTH DAKOTA	6	22	0	0	1	9	10	18	28
TENNESSEE	26	36	0	3	2	8	13	49	62
TEXAS	24	89	2	3	6	17	28	85	113
UTAH	0	40	0	0	0	9	9	31	40
VERMONT	7	15	0	0	1	3	4	18	22
VIRGINIA	2	9	0	1	2	1	4	7	11
WASHINGTON	0	10	1	1	1	3	6	4	10
WEST VIRGINIA	0	8	0	1	1	3	5	3	8
WISCONSIN	5	38	0	1	2	12	15	28	43
WYOMING	1	30	0	0	1	10	11	20	31
TOTAL ALL STATES	237	1,101	27	32	72	371	501	837	1,338
TER. PUERTO RICO	16	7	0	0	0	3	3	20	23
% OF TOTAL	17.7	82.3	2.0	2.4	5.3	27.7	37.4	62.6	100%

NATIONAL AIRPORT SURVEY  
 (July 1, 1961 to June 30, 1965)

TABLE 4

 Conducted Jointly By  
 Airport Operators Council--American Association of Airport Executives  
 National Association of State Aviation Officials

## NUMBER OF PROJECTS REPORTED BY AIRPORT TYPE

STATES	Existing	New	Air Carrier	General Aviation	Grand Total
ALABAMA	12	0	12	0	12
ALASKA	85	51	119	17	136
ARIZONA	44	6	18	32	50
ARKANSAS	11	1	6	6	12
CALIFORNIA	164	14	73	105	178
COLORADO	23	0	18	5	23
CONNECTICUT	24	16	28	12	40
DELAWARE	4	0	4	0	4
FLORIDA	86	5	40	51	91
GEORGIA	21	0	13	8	21
HAWAII	23	2	21	4	25
IDAHO	34	0	14	20	34
ILLINOIS	192	7	45	154	199
INDIANA	47	0	23	24	47
IOWA	57	1	20	38	58
KANSAS	20	0	6	14	20
KENTUCKY	74	25	24	75	99
LOUISIANA	25	2	20	7	27
MAINE	47	4	14	37	51
MARYLAND	14	3	7	10	17
MASSACHUSETTS	56	60	23	93	116
MICHIGAN	239	13	74	178	252
MINNESOTA	105	1	40	66	106
MISSISSIPPI	48	48	18	78	96
MISSOURI	18	4	12	10	22
MONTANA	87	9	36	60	96
NEBRASKA	85	3	38	50	88
NEVADA	13	0	12	1	13
NEW HAMPSHIRE	14	0	8	6	14
NEW JERSEY	7	0	7	0	7
NEW MEXICO	21	0	9	12	21
NEW YORK	47	0	35	14	49
NORTH CAROLINA	11	0	11	0	11
NORTH DAKOTA	59	6	29	36	65
OHIO	28	0	13	15	28
OKLAHOMA	25	0	16	9	25
OREGON	29	4	16	17	33
PENNSYLVANIA	74	0	51	23	74
RHODE ISLAND	12	0	3	9	12
SOUTH CAROLINA	42	20	17	45	62
SOUTH DAKOTA	64	13	35	42	77
TENNESSEE	90	84	33	141	174
TEXAS	205	31	86	150	236
UTAH	47	1	11	37	48
VERMONT	59	8	16	51	67
VIRGINIA	26	5	11	20	31
WASHINGTON	31	0	20	11	31
WEST VIRGINIA	22	0	13	9	22
WISCONSIN	54	6	22	38	60
WYOMING	54	1	23	32	55
TOTAL ALL STATES	2,681	456	1,263	1,874	3,129
TER. PUERTO RICO	20	27	12	35	47
% OF TOTAL	84.8	15.2	40.0	60.0	100.0

## NATIONAL AIRPORT SURVEY

TABLE 5

Conducted Jointly By  
 Airport Operators Council - American Association of Airport Executives  
 National Association of State Aviation Officials

ACTIVE U.S. CIVIL AIRCRAFT REPORTED BY TYPE, DEC. 31, 1960

STATES	General Aviation		Air Carrier	Grand Total
	Single Engine	Multi-Engines	Multi-Engines	
ALABAMA	611	57	11	679
ALASKA	1465	95	67	1627
ARIZONA	1198	102	-	1300
ARKANSAS	814	45	-	859
CALIFORNIA	12295	1030	175	13500
COLORADO	1482	56	54	1592
CONNECTICUT	599	55	-	654
DELAWARE	186	35	7	228
FLORIDA	1964	268	120	2352
GEORGIA	812	65	88	965
HAWAII	94	12	26	132
IDAHO	727	27	-	754
ILLINOIS	3273	334	209	3816
INDIANA	2843	235	22	3100
IOWA	1561	65	-	1626
KANSAS	1694	96	-	1790
KENTUCKY	595	55	-	650
LOUISIANA	1100	148	2	1250
MAINE	515	9	-	524
MARYLAND	629	46	-	675
MASSACHUSETTS	1505	126	58	1689
MICHIGAN	2837	286	13	3136
MINNESOTA	2058	109	97	2264
MISSISSIPPI	1140	65	-	1205
MISSOURI	1353	108	202	1663
MONTANA	1236	53	2	1291
NEBRASKA	1122	67	-	1189
NEVADA	288	45	23	356
NEW HAMPSHIRE	198	14	-	212
NEW JERSEY	1128	131	15	1274
NEW MEXICO	668	58	-	726
NEW YORK	2363	364	607	3334
NORTH CAROLINA	1054	95	22	1171
NORTH DAKOTA	841	9	-	850
OHIO	3120	378	2	3500
OKLAHOMA	1323	188	-	1511
OREGON	1527	139	3	1669
PENNSYLVANIA	3708	290	2	4000
RHODE ISLAND	115	15	2	132
SOUTH CAROLINA	448	27	-	475
SOUTH DAKOTA	925	10	-	935
TENNESSEE	718	87	17	822
TEXAS	7233	1085	182	8500
UTAH	651	35	-	686
VERMONT	88	7	2	97
VIRGINIA	826	61	63	950
WASHINGTON	1647	56	34	1737
WEST VIRGINIA	519	40	-	559
WISCONSIN	1724	153	-	1877
WYOMING	654	46	-	700
TOTAL ALL STATES	77474	6982	2127	86583
Ter. PUERTO RICO	59	13	10	82
% OF TOTAL	89.5	8.1	2.4	100%

## NATIONAL AIRPORT SURVEY

TABLE 6

Conducted Jointly By  
 Airport Operators Council--American Association of Airport Executives  
 National Association of State Aviation Officials

ACTIVE U.S. CIVIL AIRCRAFT REPORTED BY TYPE BASED  
 AT AIRPORTS SURVEYED, DEC. 31, 1960

STATES	Air Carrier Airports			General Aviation Airports			Grand Total		
	Single Engine	Multi-Engine	Total	Single Engine	Multi-Engine	Total	Single Engine	Multi-Engine	Total
ALABAMA	178	35	213	0	0	0	178	35	213
ALASKA	875	101	976	38	0	38	913	101	1014
ARIZONA	552	113	665	179	14	193	731	127	858
ARKANSAS	187	58	245	156	4	160	343	62	405
CALIFORNIA	1558	358	1916	2827	323	3150	4385	681	5066
COLORADO	574	132	706	43	8	51	617	140	757
CONNECTICUT	87	33	120	149	12	161	236	45	281
DELAWARE	23	62	85	0	0	0	23	62	85
FLORIDA	726	585	1311	885	94	979	1611	679	2290
GEORGIA	101	28	129	234	34	268	335	62	397
HAWAII	91	38	129	3	0	3	94	38	132
IDAHO	275	28	303	153	7	160	428	35	463
ILLINOIS	777	133	910	1011	112	1123	1788	245	2033
INDIANA	312	90	402	177	17	194	489	107	596
IOWA	360	50	410	643	35	678	1003	85	1088
KANSAS	216	31	247	85	6	91	301	37	338
KENTUCKY	137	24	161	211	13	224	348	37	385
LOUISIANA	268	83	351	339	100	439	607	183	790
MAINE	85	9	94	77	5	82	162	14	176
MARYLAND	54	36	90	190	37	227	244	73	317
MASSACHUSETTS	200	80	280	611	66	677	811	146	957
MICHIGAN	902	258	1160	1084	145	1229	1986	403	2389
MINNESOTA	264	109	373	1454	60	1514	1718	169	1887
MISSISSIPPI	419	58	477	574	21	595	993	79	1072
MISSOURI	86	10	96	69	1	70	155	11	166
MONTANA	545	51	596	253	7	260	798	58	856
NEBRASKA	331	50	381	231	5	236	562	55	617
NEVADA	142	32	174	6	1	7	148	33	181
NEW HAMPSHIRE	80	18	98	67	5	72	147	23	170
NEW JERSEY	44	64	108	0	0	0	44	64	108
NEW MEXICO	196	28	224	124	13	137	320	41	361
NEW YORK	466	178	644	46	7	53	512	185	697
NORTH CAROLINA	150	38	188	0	0	0	150	38	188
NORTH DAKOTA	239	14	253	170	4	174	409	18	427
OHIO	240	123	363	257	34	291	497	157	654
OKLAHOMA	323	172	495	300	71	371	623	243	866
OREGON	246	48	294	123	3	126	369	51	420
PENNSYLVANIA	473	148	621	346	46	392	819	194	1013
RHODE ISLAND	50	4	54	42	8	50	92	12	104
SOUTH CAROLINA	130	29	159	129	5	134	259	34	293
SOUTH DAKOTA	375	22	397	154	2	156	529	24	553
TENNESSEE	395	98	493	253	9	262	648	107	755
TEXAS	1632	538	2170	1466	135	1601	3086	673	3771
UTAH	399	29	428	213	3	216	612	32	644
VERMONT	33	2	35	55	7	62	88	9	97
VIRGINIA	112	9	121	66	0	66	176	9	185
WASHINGTON	253	7	260	163	5	168	416	12	428
WEST VIRGINIA	105	24	129	82	11	93	197	35	232
WISCONSIN	358	95	453	662	67	729	1020	162	1182
WYOMING	243	61	304	176	29	205	419	90	509
TOTAL ALL STATES	16853	4424	21277	16546	1591	18137	33399	6015	39414
TER. PUERTO RICO	3	0	3	49	30	79	52	30	82
% OF TOTAL	50.4	73.2	53.9	49.6	26.8	46.1	84.7	15.3	100

## NATIONAL AIRPORT SURVEY

TABLE 7

Conducted Jointly by  
 Airport Operators Council—American Association of Airport Executives  
 National Association of State Aviation Officials

ACTIVE U.S. CIVIL AIRCRAFT REPORTED BY TYPE BASED  
 AT AIRPORTS PLANNING PROJECTS DEC. 31, 1960

STATES	Air Carrier Airports			General Aviation Airports			Grand Total		
	Single Engine	Multi-Engine	Total	Single Engine	Multi-Engine	Total	Single Engine	Multi-Engine	Total
ALABAMA	127	27	154	0	0	0	127	27	154
ALASKA	875	101	976	38	0	38	913	101	1014
ARIZONA	431	98	529	237	20	257	668	118	786
ARKANSAS	187	58	245	56	4	60	243	62	305
CALIFORNIA	1672	386	2058	2452	228	2680	4124	614	4738
COLORADO	574	132	706	33	7	40	607	139	746
CONNECTICUT	87	33	120	149	12	161	236	45	281
DELAWARE	23	62	85	0	0	0	23	62	85
FLORIDA	674	580	1254	533	79	612	1207	659	1866
GEORGIA	203	44	247	132	18	150	335	62	397
HAWAII	88	38	126	0	0	0	88	38	126
IDAHO	240	24	264	84	3	87	324	27	353
ILLINOIS	777	133	910	911	87	998	1688	220	2083
INDIANA	258	78	336	177	17	194	435	95	530
IOWA	249	41	290	273	23	296	522	64	586
KANSAS	216	31	247	66	6	72	282	37	319
KENTUCKY	137	24	161	211	13	224	348	37	385
LOUISIANA	268	83	351	339	100	439	607	183	790
MAINE	85	9	94	77	5	82	162	14	176
MARYLAND	54	36	90	190	37	227	244	73	317
MASSACHUSETTS	200	80	280	611	66	677	811	146	957
MICHIGAN	822	244	1066	803	155	958	1625	399	2024
MINNESOTA	264	109	273	995	41	1036	1259	150	1409
MISSISSIPPI	382	56	438	690	26	716	1072	82	1154
MISSOURI	86	10	96	34	1	35	120	11	131
MONTANA	545	51	596	253	7	260	798	58	856
NEBRASKA	306	50	356	166	5	171	472	55	527
NEVADA	142	32	174	6	1	7	148	33	181
NEW HAMPSHIRE	72	17	89	59	5	64	131	22	153
NEW JERSEY	44	64	108	0	0	0	44	64	108
NEW MEXICO	176	28	204	144	13	157	320	41	361
NEW YORK	466	178	644	46	7	53	512	185	697
NORTH CAROLINA	150	38	188	0	0	0	150	38	188
NORTH DAKOTA	239	14	253	162	4	166	401	18	419
OHIO	194	105	299	303	52	355	497	157	654
OKLAHOMA	293	160	453	260	70	330	553	230	783
OREGON	206	48	254	57	2	59	263	50	313
PENNSYLVANIA	473	148	621	203	31	234	676	179	855
RHODE ISLAND	50	4	54	42	8	50	92	12	104
SOUTH CAROLINA	98	16	114	110	6	116	208	22	230
SOUTH DAKOTA	361	22	383	103	2	105	464	24	488
TENNESSEE	395	98	493	253	9	262	648	107	755
TEXAS	1580	536	2116	1238	120	1358	2818	656	3474
UTAH	399	32	431	213	0	213	612	32	644
VERMONT	33	2	35	51	6	57	84	8	92
VIRGINIA	112	9	121	66	0	66	178	9	187
WASHINGTON	219	6	225	146	5	151	365	11	376
WEST VIRGINIA	96	20	116	39	10	49	135	30	165
WISCONSIN	354	94	448	496	32	528	850	126	976
WYOMING	243	61	304	144	27	171	387	88	475
TOTAL ALL STATES	16225	4350	20575	13651	1370	15021	29876	5720	35596
TER. PUERTO RICO	12	15	27	10	0	10	22	15	37
% OF TOTAL	54.3	76.1	57.8	45.7	23.9	42.2	84.0	16.0	100







## FEDERAL AIRPORT AID EXTENSION

53

NATIONAL AIRPORT SURVEY  
(July 1, 1961 to June 30, 1965)

TABLE 9

Conducted Jointly By  
Airport Operators Council  
American Association of Airport Executives  
National Association of State Aviation Officials

STATES	Publicly Owned Airports	Airports Reporting Projects Planned	Cost of Projects Planned	Funds Available and Anticipated from Local and State Sources	Additional Funds Needed
ALABAMA	53	3	\$4,540,000	\$2,105,150	\$2,434,850
ALASKA	256	118	27,594,500	11,174,750	16,419,750
ARIZONA	101	22	24,882,823	14,814,248	10,068,575
ARKANSAS	55	10	1,224,400	723,200	501,200
CALIFORNIA	213	64	122,739,771	77,344,653	45,395,118
COLORADO	58	8	18,959,723	11,821,307	7,138,416
CONNECTICUT	7	12	18,345,400	9,791,750	8,553,650
DELAWARE	3	1	730,400	338,000	392,400
FLORIDA	95	30	85,443,944	28,941,441	56,502,503
GEORGIA	52	7	59,150,600	29,754,600	29,396,000
HAWAII	13	8	25,197,200	12,598,600	12,598,600
IDAHO	135	15	2,558,777	1,412,633	1,146,144
ILLINOIS	56	58	47,363,600	20,371,300	26,992,300
INDIANA	105	17	8,667,295	4,454,215	4,213,080
IOWA	83	22	10,547,677	6,009,177	4,538,500
KANSAS	99	10	5,446,800	1,197,950	4,248,850
KENTUCKY	31	38	30,356,725	16,600,375	13,756,350
LOUISIANA	41	10	28,172,400	14,149,700	14,022,700
MAINE	29	19	6,245,319	3,513,744	2,731,575
MARYLAND	11	8	19,360,100	10,425,121	8,934,979
MASSACHUSETTS	24	40	38,024,400	22,283,950	15,740,450
MICHIGAN	125	90	84,629,646	53,835,848	30,793,798
MINNESOTA	103	51	14,472,510	9,134,391	5,338,119
MISSISSIPPI	44	63	13,843,600	7,151,000	6,692,600
MISSOURI	81	8	1,732,225	891,600	840,625
MONTANA	103	57	8,694,750	6,260,937	2,433,813
NEBRASKA	96	29	7,987,998	5,494,546	2,493,452
NEVADA	15	5	8,049,080	6,197,290	1,851,790
NEW HAMPSHIRE	16	8	2,514,314	1,296,250	1,218,064
NEW JERSEY	30	2	40,580,000	25,849,250	14,730,750
NEW MEXICO	36	8	5,881,300	693,524	5,187,776
NEW YORK	46	17	88,432,550	42,904,695	45,527,855
NORTH CAROLINA	59	3	5,280,700	2,669,000	2,611,700
NORTH DAKOTA	112	27	4,853,400	2,745,600	2,107,800
OHIO	182	10	24,501,650	11,672,300	12,829,350
OKLAHOMA	74	9	13,967,000	7,744,186	6,222,814
OREGON	90	12	4,584,682	2,560,205	2,024,477
PENNSYLVANIA	165	26	37,526,555	25,843,853	11,682,702
RHODE ISLAND	5	5	5,813,470	3,257,720	2,555,750
SOUTH CAROLINA	55	20	17,982,420	7,716,000	10,266,420
SOUTH DAKOTA	57	28	4,244,995	2,173,295	2,071,700
TENNESSEE	53	62	37,577,673	21,454,500	16,123,173
TEXAS	227	113	49,722,784	12,379,061	37,343,723
UTAH	46	40	4,352,522	900,450	3,452,072
VERMONT	20	22	3,199,000	1,600,500	1,598,500
VIRGINIA	31	11	5,153,607	2,626,000	2,527,607
WASHINGTON	80	10	13,852,400	7,312,818	6,539,582
WEST VIRGINIA	42	8	6,403,300	3,545,066	2,858,234
WISCONSIN	72	43	13,124,900	6,984,675	6,140,225
WYOMING	36	31	1,898,550	1,027,300	871,250
TOTAL ALL STATES	3631	1338	\$1,116,409,435	\$583,747,724	\$532,661,711
TER. PUERTO RICO	15	24	8,635,000	4,317,500	4,317,500
U. S. TOTAL	3646	1361	\$1,125,044,435	\$588,065,224	\$536,979,211

## NATIONAL AIRPORT SURVEY

TABLE 10

ANTICIPATED DEVELOPMENT COSTS  
1961 - 1984

AOC - AAKE - NASAO

## TOTAL AIRPORT SURVEY RESULTS

50 STATES INCLUDING PUERTO RICO AND VIRGIN ISLANDS

EXISTING AIRPORT REPORTED 1,101 . NEW AIRPORT REPORTED 237  
 AIR CARRIER AIRPORT 501 , GENERAL AVIATION AIRPORT 837  
 TOTAL AIRPORTS IN NATIONAL AIRPORT PLAN 3,149

## Based Aircraft reported by survey:

Civil Aircraft: SINGLE ENGINE 33,399 , MULTI-ENGINE 6,015 ; TOTAL 39,414  
 Military Aircraft: TOTAL 2,903  
 TOTAL BASED AIRCRAFT IN ALL STATES 86,583 (EXCLUDING MILITARY)

Federal "rent-free" space now provided TOTAL SQUARE FEET 880,489  
 Now being charged FAA for this space (ANNUAL RATE PER SQ. FT.) \$ 0.87 (AVERAGE)  
 Commercial rate for the same area (ANNUAL RATE PER SQ. FT.) \$ 2.84 (AVERAGE)  
 Estimated MAXIMUM Federal "rent-free" space provided at any time during the next four years?  
 TOTAL SQUARE FEET 1,198,498 ESTIMATED SERVICE CHARGE (ANNUAL RATE PER SQ. FT.) \$ 1.03 (AVERAGE)  
 Commercial rate for the same area (ANNUAL RATE PER SQ. FT.) \$ 3.00 (AVERAGE)

SPONSOR'S FUNDS AVAILABLE AND ANTICIPATED (4-YEAR PERIOD) (City, Township, County Airport Authority, Private, etc.)					
TYPE OF FUNDS	1961	1982	1983	1984	Total
On hand or budgeted	76,278,685	21,235,222	7,414,225	6,721,864	113,856,978
Bonds authorized but not sold	39,061,000	14,893,250	18,243,000	10,370,000	82,567,250
Bonding anticipated	19,787,848	42,885,468	21,631,775	37,080,783	121,385,852
Anticipated future funds	46,808,610	53,214,782	47,128,008	63,175,843	209,426,343
TOTAL	184,037,921	132,206,722	93,417,008	117,346,570	527,012,221
Less Total Funds Req'd. for Item V	52,623,188	55,691,761	22,527,825	20,017,359	150,860,134
Sponsor Funds for Items I thru IV	131,482,232	76,518,961	70,889,383	97,331,211	376,152,087
State Funds Available	20,117,558	15,867,375	12,909,845	12,158,225	61,053,003
Total Funds Available for Items I thru IV	151,599,790	92,384,336	83,799,228	109,489,436	437,205,090

All Figures Furnished By The  
FEDERAL AVIATION AGENCY

FISCAL YEAR 1957

Sheet 2 of 6 sheets

STATES AND TERRITORIES	START OF FISCAL YEAR 1957 ON JULY 1, 1956										
	PROJECT REQUESTS FILED WITH FAA (Federal Funds Only)						FUNDS AVAILABLE FOR ALLOCATION DURING FISCAL (Federal Funds Only)				
	AIR CARRIER		GENERAL AVIATION		GRAND TOTAL	NEW APPROPRIATIONS			SUB-TOTAL	NUMBER OF COMPLETED PROJECTS	
	No.	Total	No.	Total	No.	UNALLOCATED Funds from Prior F.Y. 1956	Multi-year Funds from F.Y. 1955-56	State Ap- portionment			
1	2	3	4	5	6	7	8	9			
ALABAMA	4	1,335,033	3	411,744	7	1,746,777	557,453	137,553	836,180	1,531,186	10,
ARIZONA	2	523,310	10	562,284	12	1,085,594	626,363	154,556	939,544	1,720,463	9,
ARKANSAS	1	79,987	2	39,875	3	119,862	447,292	110,370	670,938	1,228,600	54,
CALIFORNIA	7	3,075,103	36	4,216,484	43	7,291,587	0	449,763	2,734,099	3,183,862	31,
COLORADO	1	1,632,297	12	755,710	13	2,388,007	636,846	157,143	955,269	1,749,258	22,
CONNECTICUT	1	350,000	3	221,000	4	571,000	226,837	55,973	340,256	623,066	2,
DELAWARE	0	0	0	0	0	0	0	10,689	64,980	75,669	0
DIST. OF COL.	0	0	0	0	0	0	80,181	19,784	120,271	220,236	0
FLORIDA	7	4,945,450	12	975,530	19	5,920,980	567,904	140,132	851,856	1,559,892	0
GEORGIA	2	3,946,100	10	294,200	12	4,240,300	628,279	155,029	942,819	1,725,727	4,
IDaho	0	0	2	133,281	2	133,281	463,324	114,326	694,985	1,272,635	0
ILLINOIS	6	4,223,621	21	3,014,150	27	7,237,771	1,127,767	283,214	1,781,651	3,132,622	28,
INDIAN	2	629,764	11	556,187	13	1,185,951	568,492	140,277	852,738	1,561,507	0
IOWA	1	59,240	7	74,995	8	134,235	486,513	131,655	800,327	1,418,495	14,
KANSAS	0	0	8	546,050	8	546,050	542,676	145,133	882,265	1,559,072	17,
KENTUCKY	2	854,699	13	1,210,607	15	2,065,306	488,782	120,608	733,174	1,342,564	7,
LOUISIANA	4	3,718,549	0	0	4	3,718,549	507,066	125,119	760,999	1,392,784	0
MAINE	0	0	1	98,500	1	98,500	10,639	63,459	385,768	499,866	15,
MARYLAND	1	656,420	2	643,500	3	1,299,920	292,809	72,251	439,214	804,274	0
MARYLAND DISTRICT OF COLUMBIA	3	3,999,585	19	2,166,191	22	6,165,776	495,321	126,219	757,282	1,389,022	12,
MICHIGAN	5	2,001,250	29	4,991,250	34	6,992,500	775,063	272,183	1,654,594	2,701,840	92,
MINNESOTA	9	2,285,000	8	202,000	17	2,487,000	714,790	176,376	1,072,185	1,963,351	0
MISSISSIPPI	2	689,165	4	307,400	6	996,565	450,702	111,212	676,053	1,237,967	0
MISSOURI	3	2,055,125	15	3,289,242	18	5,344,367	527,621	180,405	1,096,682	1,804,708	2,
NEBRASKA	2	309,209	4	148,840	6	458,049	686,238	190,377	1,157,301	2,033,916	5,
NEBRASKA	0	0	1	141,400	1	141,400	465,008	124,858	759,013	1,348,879	12,
NEVADA	2	1,054,626	2	75,650	4	1,127,276	0	136,051	827,050	1,663,377	1,
NEW HAMPSHIRE	0	0	8	573,327	8	573,327	98,144	24,217	147,215	269,101	0
NEW JERSEY	1	685,000	2	1,079,078	3	1,764,078	266,111	128,585	781,667	1,176,363	0
NEW MEXICO	0	0	7	737,551	7	737,551	300,525	162,147	485,691	1,448,263	13,
NEW YORK	7	6,350,600	17	1,995,385	24	8,345,985	0	428,729	2,606,233	3,034,962	91,
NORTH CAROLINA	2	2,458,925	7	646,573	12	3,105,498	699,639	162,767	999,858	1,811,864	55,
NORTH DAKOTA	0	0	5	188,756	5	188,756	403,963	99,679	605,945	1,109,587	0
OHIO	6	9,962,379	16	4,496,382	22	14,458,761	1,007,401	248,578	1,511,101	2,767,080	0
OKLAHOMA	2	3,769,525	10	663,342	12	4,432,867	560,975	138,422	841,862	1,540,899	30,
OREGON	4	1,216,780	7	326,275	11	1,543,055	0	153,336	932,127	1,085,463	4,
PENNSYLVANIA	8	2,917,857	13	2,522,614	21	5,440,471	530,587	312,903	1,902,130	2,745,620	0
RHODE ISLAND	1	855,500	0	0	1	855,500	84,771	20,917	127,157	232,445	42,
SOUTH CAROLINA	1	296,000	3	179,978	4	475,978	361,815	89,278	542,723	993,816	25,
SOUTH DAKOTA	0	0	3	136,609	3	136,609	438,171	108,119	657,255	1,203,546	8,
TENNESSEE	4	3,661,837	14	692,850	18	4,354,687	532,270	131,339	798,404	1,462,013	0
TEXAS	10	5,039,808	22	3,289,739	32	8,329,547	1,635,264	508,930	3,093,777	5,237,971	11,
UTAH	1	652,279	7	276,253	8	928,532	479,882	118,412	719,824	1,318,118	1,
VERMONT	0	0	6	382,475	6	382,475	84,144	20,763	126,215	231,123	0
VIRGINIA	2	384,019	3	220,490	5	604,509	535,350	132,099	803,025	1,470,474	5,
WASHINGTON	4	1,080,375	14	1,007,334	18	2,087,709	478,714	142,799	868,070	1,489,583	7,
WEST VIRGINIA	2	1,225,000	6	311,729	8	1,536,729	316,755	78,160	475,132	870,047	0
WISCONSIN	1	220,250	5	373,750	6	594,000	662,604	163,499	993,906	1,820,009	13,
WYOMING	0	0	11	498,452	11	498,452	355,288	124,164	754,789	1,234,241	11,
STATES TOTAL	126	79,199,667	421	45,672,012	547	124,871,679	22,166,539	7,402,557	45,000,000	74,569,096	662,
ALASKA	8	1,518,750	0	0	8	1,518,750	923,207	0	1,350,000	2,273,207	10,
HAWAII	1	241,210	0	0	1	241,210	918,304	0	750,000	1,668,304	73,
Puerto Rico	1	850,000	0	0	1	850,000	509,241	0	600,000	1,109,241	13,
VIRGIN ISLANDS	1	369,931	0	0	1	369,931	300,000	0	300,000	600,000	1,
TERRITORIES TOTAL	11	2,980,491	0	0	11	2,980,491	2,650,752	0	3,000,000	5,650,752	98,
DISCRETIONARY FUNDS							12,744,991	2,467,519	15,000,000	30,212,510	299,
GRAND TOTAL	137	82,180,158	421	45,672,012	558	127,852,170	37,562,282	9,870,076	63,000,000	110,432,510	1,060,

NOTES:

1. For the fiscal years 1956-57-58-59, no breakdown available for columns 10 and 11. Col. 10 is total of all new allocations regardless of whether they went to Air Carrier or General Aviation Airports.

2. For the fiscal years 1957-58-59, the number of all column 12 included in previous year total. Multi-allocations in col. 13 are new projects added in current













All Figures Paralleled By The  
GENERAL AVIATION SUBSET

FIN  
Sheet

STATE	START OF FISCAL YEAR 1960 ON JULY 1, 1959										
	PROJECT REQUESTS FILED WITH FAA (Federal Funds Only)						FUNDS AVAILABLE FOR A				
	AIR CARRIER		GENERAL AVIATION		GRAND TOTAL		UNALLOCATED Funds From Prior F.Y. 1959	NEW APPROPRIATIONS		Net Less Funds On a State by State	
	No.	Total	No.	Total	No.	1		2	3		
1		2		3		4		5		6	
7		8		9		10		11		12	
ALABAMA	4	756,751	1	1,000,000	5	1,756,751	0	99,522	856,7	1,300,995	
ALIZONA	3	1,719,285	8	168,873	11	1,888,158	452,374	111,824	939,7	9,569	
ARIZONS	3	453,125	5	140,500	8	593,625	441,255	79,854	670,0	163,149	
CALI FORNIA	15	9,872,605	16	1,628,645	31	11,501,250	0	325,410	2,736,0	4,53,172	
COLORADO	4	4,968,114	3	200,490	7	5,168,604	723,185	133,695	955,7	4,31,940	
CONNECTICUT	3	1,224,810	2	276,000	5	1,500,810	172,756	40,497	340,7	56,397	
DELAWARE	1	152,075	0	0	1	152,075	64,980	7,734	64,980	10,770	
DI ST. OF COL.	0	0	0	0	0	0	120,271	14,315	130,7	114,651	
FLORIDA	10	5,545,572	2	703,382	12	6,248,954	0	101,387	851,4	411,194	
GEORGIA	7	1,951,944	7	633,971	14	2,585,915	0	112,166	942,4	38,167	
IDAHO	2	199,393	0	0	2	199,393	271,439	82,717	694,0	238,965	
ILLINOIS	9	3,825,327	18	2,454,809	27	6,280,136	0	204,909	1,721,1	4,285,261	
INDIAN	8	1,334,402	9	512,400	17	1,846,802	449,416	101,492	852,7	444,601	
IOWA	2	28,209	16	812,484	18	840,693	0	95,254	800,0	36,529	
KANSAS	1	20,000	1	19,865	2	39,865	882,263	105,006	882,7	644,753	
KENTUCKY	3	2,199,688	7	271,362	10	2,471,050	58,633	87,262	733,7	421,522	
LOUISIANA	7	3,048,368	2	1,159,150	9	4,207,518	0	90,526	760,0	428,068	
MAINE	3	213,250	5	209,585	8	422,835	174,368	45,914	385,7	157,065	
MARYLAND	2	678,883	3	621,250	5	1,300,133	0	52,275	439,9	20,524	
MARYLAND	9	3,115,999	12	853,627	21	3,969,626	396,332	91,321	767,0	427,175	
MICHIGAN	9	2,896,500	16	741,000	25	3,637,500	0	196,928	1,694,0	274,246	
MINNESOTA	6	4,674,165	6	1,073,150	12	5,747,315	0	127,610	1,078,0	477,713	
MISSISSIPPI	3	1,256,994	6	288,060	9	1,544,654	0	80,463	676,4	412,055	
MISSOURI	4	2,550,000	4	544,000	8	3,094,000	0	130,526	1,096,0	51,247	
MONTANA	2	45,074	1	25,567	3	70,641	1,077,351	137,741	1,137,0	431,382	
NEBRASKA	8	2,333,610	5	178,000	13	2,511,610	302,166	90,337	759,4	229,761	
NEVADA	1	95,576	0	0	1	95,576	75,352	98,435	827,0	79,421	
NEW HAMPSHIRE	3	547,255	1	30,000	4	577,255	147,216	17,522	147,0	24,401	
NEW JERSEY	2	946,000	1	304,950	3	1,250,950	286,489	93,033	781,0	124,829	
NEW MEXICO	4	651,322	5	416,804	9	1,068,126	575,077	117,316	989,0	543,184	
NEW YORK	11	12,762,900	0	0	11	12,762,900	1,505,916	310,191	2,666,0	431,979	
NORTH CAROLINA	6	1,524,061	3	154,214	9	1,678,275	10,000	117,764	989,0	15,119	
NORTH CAROLINA	0	0	0	0	0	0	605,945	72,119	605,0	589,433	
OHIO	7	2,374,209	5	647,147	12	3,021,356	267,222	179,850	1,511,0	250,462	
OKLAHOMA	4	4,851,862	8	909,480	12	5,761,342	0	100,150	841,0	437,472	
OREGON	6	636,258	2	83,832	8	720,090	294,890	110,943	932,0	263,449	
PENNSYLVANIA	11	6,134,779	11	1,774,211	22	7,908,990	0	226,390	1,902,0	315,275	
RHODE ISLAND	1	170,000	2	440,425	3	610,425	112,940	15,134	127,0	21,076	
SOUTH CAROLINA	1	86,000	3	110,500	4	196,500	416,723	64,594	582,0	393,889	
SOUTH CAROLINA	3	77,343	4	63,788	7	141,131	657,256	78,226	657,0	626,543	
TENNESSEE	5	2,987,679	18	1,096,250	23	4,083,929	0	95,025	798,0	432,334	
TEXAS	14	4,984,808	17	2,058,396	31	7,043,204	623,840	368,219	3,093,0	348,865	
UTAH	6	920,174	6	303,204	12	1,223,378	0	85,673	719,0	419,310	
VERMONT	0	0	1	35,750	1	35,750	0	15,022	126,0	5,898	
VIRGINIA	4	641,739	6	768,289	10	1,410,028	262,794	95,576	803,0	235,191	
WASHINGTON	4	1,976,545	5	159,339	9	2,135,884	553	103,317	868,0	412,881	
WEST VIRGINIA	5	467,762	1	139,790	6	607,512	191,619	56,550	475,0	13,070	
WISCONSIN	11	1,983,117	9	492,600	20	2,475,717	0	118,294	993,0	464,738	
WYOMING	1	21,372	4	125,227	5	146,599	534,364	89,834	754,0	510,945	
STATE TOTAL	238	99,944,104	267	24,630,326	505	124,574,430	12,154,995	5,355,899	45,000,0	448,224	
ALASKA	12	3,579,375	2	21,875	14	3,601,250	228,750	0	1,350,0	0	
HAWAII	1	4,300,000	0	0	1	4,300,000	0	0	750,0	0	
PURTO RICO	1	441,500	0	0	1	441,500	2,300,000	0	600,0	0	
VIRGIN ISLANDS	1	206,719	0	0	1	206,719	89,500	0	300,0	0	
TERRITORIES TOTAL	15	4,527,594	2	21,875	17	4,549,469	2,618,250	0	3,000,0	0	
DISCRETIONARY FUNDS							26,009,552	1,785,287	15,000,0	448,224	
GRAND TOTAL	253	104,471,698	269	24,652,201	522	129,123,899	40,782,797	7,141,146	63,000,0	0	

NOTES:

1. For the fiscal years 1956-57-58-59, no breakdown available for columns 10 and 11. Col. 10 is total of all new allocations regardless of whether they went to Air Carrier or General Aviation Airports.

2. For the fiscal years 1955 column 12 included in parentheses in col. 13 are new

FEDERAL AIRPORT AID EXTENSION

NATIONAL AIRPORT SURVEY 1961-1964

NOTE: The three columns of percentage figures under the right hand total column represents the following -

1. Proportion of sampling of individual four year totals in percentages.
2. Proportion of sampling of national total of items I through IV in percentages.
3. Percentage of national total of items I through IV.

Fiscal Year, OR Calendar Year	61-62 1961	62-63 1962	63-64 1963	64-65 1964	4 Year		
					TOTAL	(1)	(2) (3)
<b>I. Land and Approach Acquisition Costs for:</b>							
A. Extension (Fee Title)					46.85	6.18	%
B. Approach Protection (Fee or Easement)					24.6	3.25	
C. New Airport (Fee Title)					28.4	3.76	
D. Other					0.02	0.01	
<b>TOTAL</b>	<b>43,568,463</b>	<b>22,700,881</b>	<b>9,860,020</b>	<b>52,010,053</b>	<b>128,739,459</b>		<b>13.2</b>
<b>II. Landing Area Development Costs for:</b>							
<b>A. Preparation of Sites -</b>							
1. Clearing, Grading, Drainage, Seeding, Perimeter Fence					88.0	13.52	
2. Obstruction Removal (On or Off Site)					3.3	5.6	
3. Other					8.7	1.32	
<b>TOTAL</b>	<b>50,327,004</b>	<b>42,854,661</b>	<b>30,988,095</b>	<b>26,169,179</b>	<b>149,748,953</b>		<b>15.4</b>
<b>B. Paving -</b>							
1. Runways					43.7	14.79	
2. Taxiways and Holding Pads					27.8	9.38	
3. Apron and Road Areas					16.5	5.56	
4. Pavement Sealers					4.6	1.54	
5. Field Service Roads					2.0	0.69	
6. Other					5.4	1.84	
<b>TOTAL</b>	<b>83,283,777</b>	<b>90,397,786</b>	<b>76,450,095</b>	<b>80,534,619</b>	<b>220,666,277</b>		<b>33.8</b>
<b>C. Lighting and Electrical Costs for:</b>							
1. Runways					46.6	2.42	
2. Taxiways					30.8	1.59	
3. Aprons					4.6	0.28	
4. Landing Slips					1.0	0.05	
5. Beacon, Wind and Landing Indicators					3.4	0.16	
6. Auxiliary Power and Control Units					8.2	0.42	
7. Obstruction Lighting (On or Off Site)					5.3	0.26	
8. Other					0.4	0.02	
<b>TOTAL</b>	<b>11,526,414</b>	<b>11,565,911</b>	<b>11,515,443</b>	<b>15,567,540</b>	<b>50,175,308</b>		<b>5.2</b>
<b>III. Terminal Building Costs for:</b>							
<b>A. Passenger Terminal Building (See Note (1))</b>							
1. Federal Quarters (Rent Free) (See Note (2))					18.1	4.00	
2. Public Use Areas (Non-Revenue) (See Note (3))					28.4	6.30	
3. Revenue Producing Areas					53.5	11.90	
<b>TOTAL</b>	<b>71,109,306</b>	<b>46,515,566</b>	<b>49,603,707</b>	<b>48,591,575</b>	<b>215,820,154</b>		<b>22.2</b>
<b>B. Auxiliary Buildings -</b>							
1. Crash, File and Aircraft Maintenance Buildings					41.7	1.83	
2. Freight Terminals					58.3	2.47	
<b>TOTAL</b>	<b>16,117,250</b>	<b>6,639,981</b>	<b>7,189,677</b>	<b>11,794,125</b>	<b>41,741,033</b>		<b>4.3</b>
<b>IV. Other Terminal Area Costs for:</b>							
<b>A. Utilities, Building Service Areas, Sidewalks, Fence, Driveways</b>							
					62.9	3.70	
<b>B. Entrance Roads to Terminal Buildings</b>							
					18.3	1.09	
<b>C. Other</b>							
					18.8	1.11	
<b>TOTAL</b>	<b>21,066,423</b>	<b>12,711,289</b>	<b>10,281,325</b>	<b>8,234,080</b>	<b>52,293,117</b>		<b>5.9</b>
<b>TOTAL - Items I thru IV (Total of All Box Totals)</b>	<b>296,998,637</b>	<b>238,386,075</b>	<b>195,298,362</b>	<b>243,401,227</b>	<b>974,184,301</b>		<b>100.0</b>
<b>V. Other Airport Development Cost for:</b>							
<b>A. State Parking Areas</b>							
					16.9		
<b>B. Runways</b>							
					75.5		
<b>C. Sealing and Joint Filling</b>							
					7.6		
<b>TOTAL</b>	<b>52,623,399</b>	<b>55,691,761</b>	<b>22,527,625</b>	<b>20,017,359</b>	<b>150,860,134</b>		
<b>Air Carrier</b>	<b>302,177,516</b>	<b>209,852,765</b>	<b>180,857,128</b>	<b>231,881,479</b>	<b>964,708,888</b>		
<b>General Aviation</b>	<b>47,444,510</b>	<b>44,225,071</b>	<b>36,968,859</b>	<b>31,697,167</b>	<b>160,335,547</b>		
<b>GRAND TOTAL</b>	<b>349,622,026</b>	<b>294,077,836</b>	<b>217,825,987</b>	<b>263,518,586</b>	<b>1,125,044,435</b>		

Note (1)

Note (2)

Note (3)

It is unable to break down terminal costs, under total estimated costs in total box.

For Federal Quarters (Rent Free) include only those included in the Traffic Demonstration Station, Airport Traffic Control Tower and Quarters and Weather Bureau. All other Federal quarters retained considered under Revenue Producing Areas.

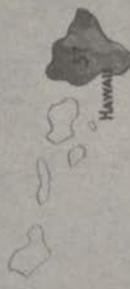
For Public-Use Areas (Non-Revenue) include only those included for public waiting areas, ticket lobby, restrooms, baggage claim areas and circulating space in terminal building and fingers. All other areas considered under Revenue Producing Areas.

NATIONAL AIRPORT SURVEY  
AOC - AAAE - NASAO

# Survey Coverage

QUESTIONNAIRES DISTRIBUTED TO QUESTIONNAIRES RETURNED

- 100 % COVERAGE
- 60 % to 99 % COVERAGE
- 20 % to 59 % COVERAGE
- 4 % to 19 % COVERAGE



PUERTO RICO  
92

Indicates the percentage of airports included in the National Airport Survey compared to the number of publicly owned airports in each State.

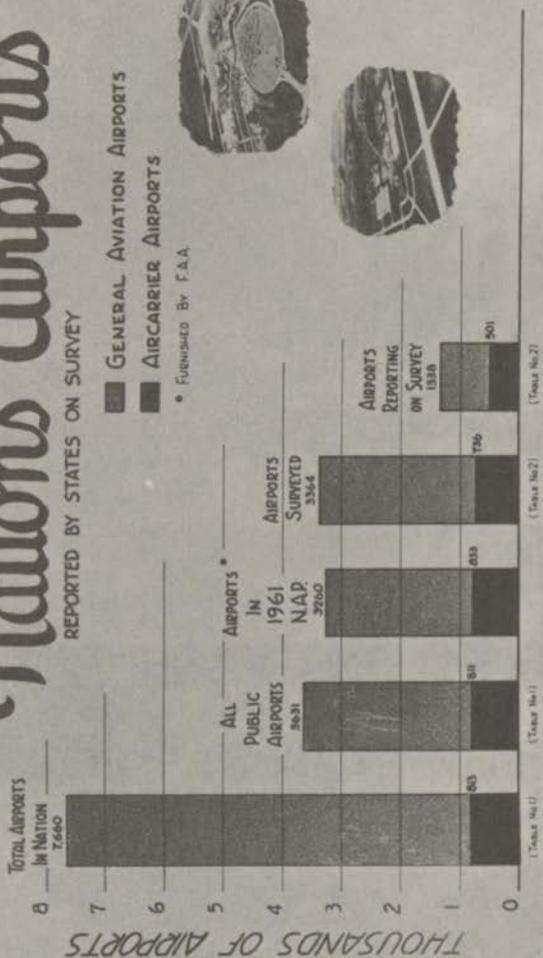
NATIONAL AIRPORT SURVEY  
AOC - AAAE - NASAO

# Nation's Airports

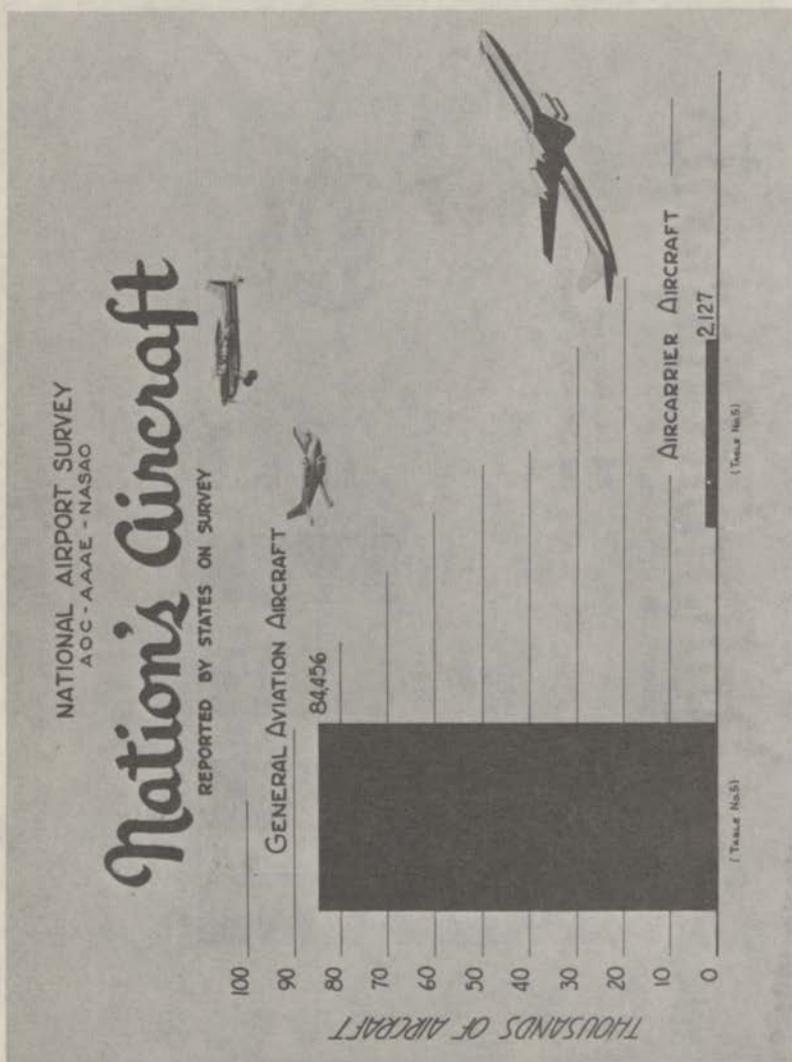
REPORTED BY STATES ON SURVEY

■ GENERAL AVIATION AIRPORTS  
■ AIRCARRIER AIRPORTS

\* FURNISHED BY F.A.A.



Compiled from National Airport Survey conducted in 1961 by National Association of State Aviation Officials, Airport Operators Council, and American Association of Airport Executives.

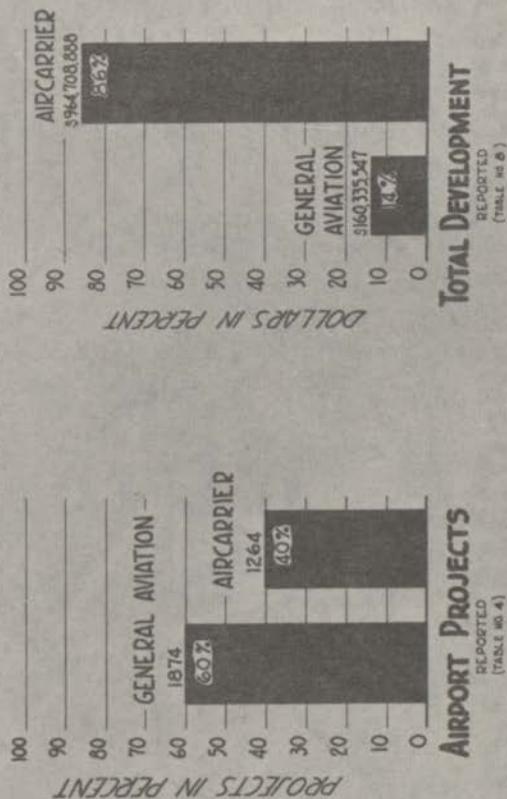


National Airport Survey indicated 84,456 general aviation and 2,127 air carrier aircraft in the United States.

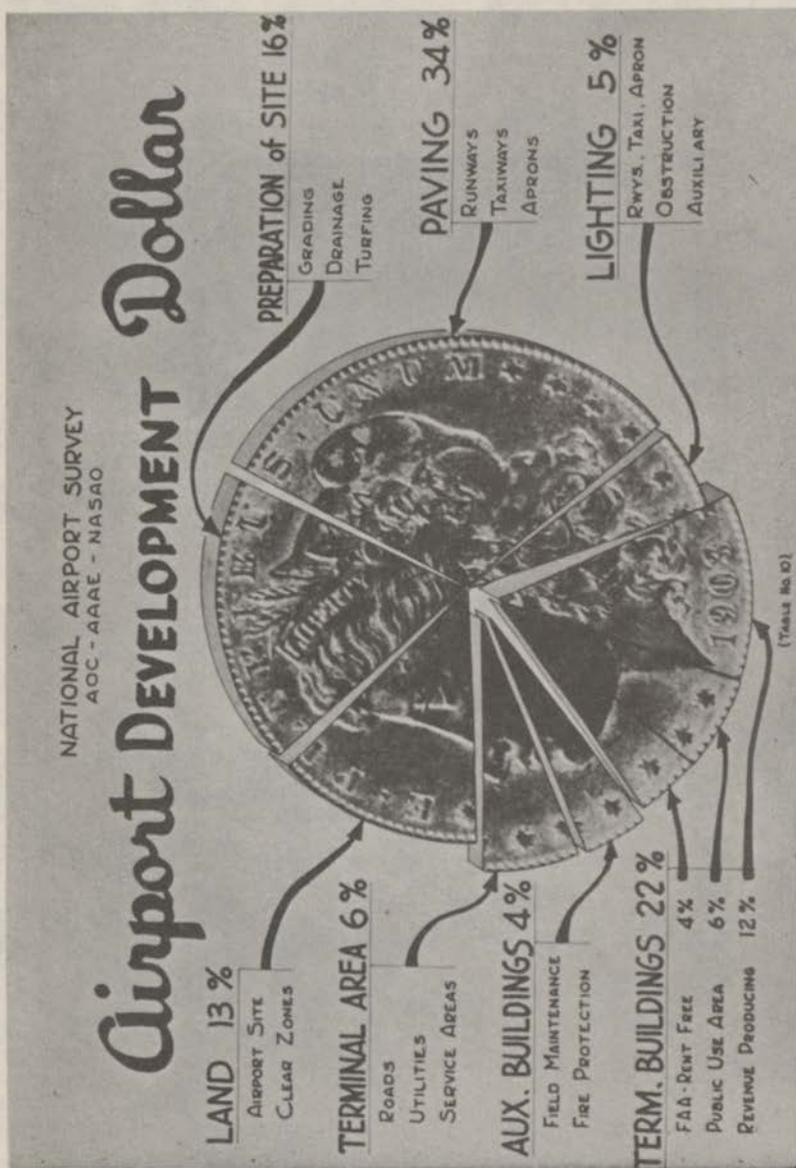
NATIONAL AIRPORT SURVEY  
AOC - AAAE - NASAO

# Comparing Airport Projects and Dollars

PROPOSED AIRPORT DEVELOPMENT 1962 - 1965



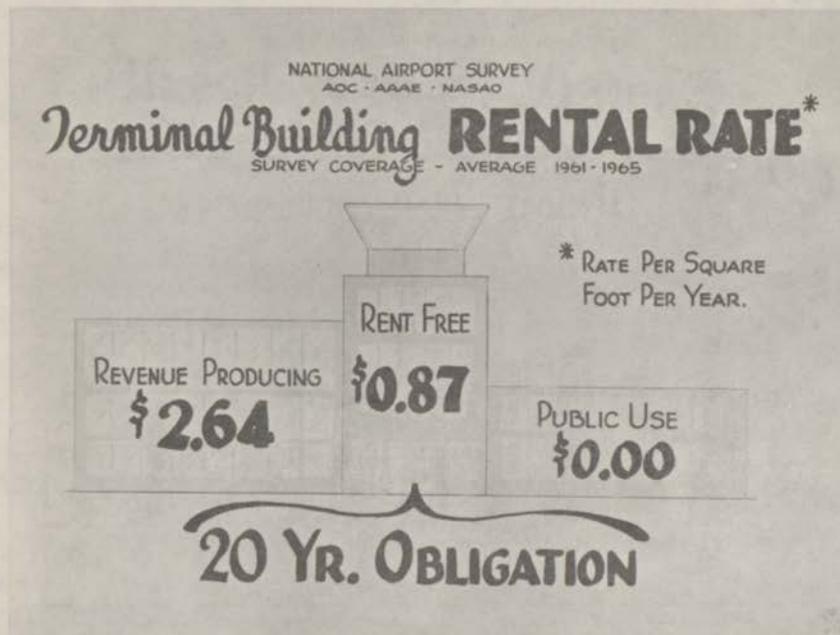
Comparison of airport development projects proposed during 1962-65 for general aviation and air carrier airports, together with the amount of funds required for development of each class of airport.



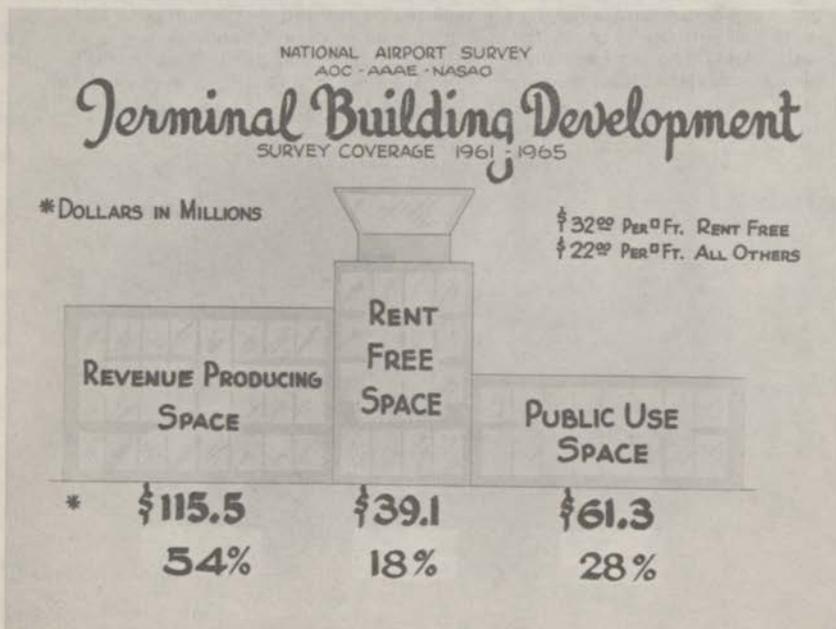
Figures shown above indicate the percentages of total estimated four-year airport development cost for various segments of the airport.



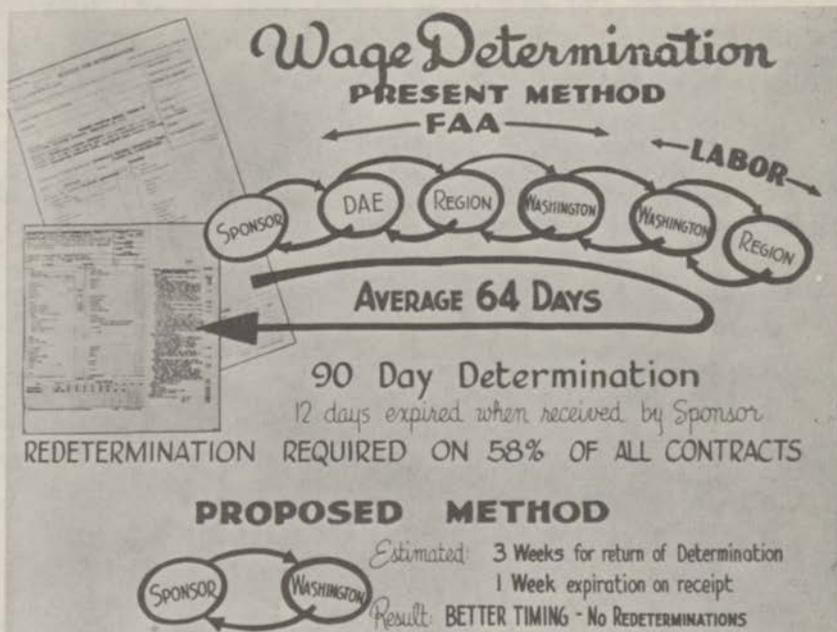
NASAO, AOC, and AAEE have made three national airport surveys to determine types and amount of airport development required to meet future transportation needs. These surveys were conducted in 1955, 1957 and 1961. The first (light colored) bar in each year group indicated above shows the estimated cost of airport development planned during the 2 or 4 year period covered by the survey. The second (dark colored) bar indicates the dollar amount of project applications sponsors filed with FAA. The third bar indicates the amount of construction that could be completed with the allocations made by the FAA when matched by sponsor funds.



This chart illustrates the average rental per square foot that an airport owner receives from various portions of an administration-terminal building.



The \$215,820,000 required for terminal building development during the period 1961-65 will be utilized as indicated above.



An average of 64 days is normally required to obtain a "wage rate" determination due to the many FAA and Department of Labor offices through which an application must pass; method proposed by NASAO would reduce time to 21 days.



Mr. WILLIAMS. Mayor Hartsfield, we are very happy to have you before the committee, and as I am one who travels through your city quite often, let me congratulate you on getting your airport in good shape.

STATEMENT OF HON. WILLIAM B. HARTSFIELD, MAYOR OF ATLANTA, GA., AND CHAIRMAN OF THE AMERICAN MUNICIPAL ASSOCIATION'S AIRPORT COMMITTEE, ATLANTA, GA., ACCOMPANIED BY PATRICK McLAUGHLIN, DIRECTOR OF FEDERAL ACTIVITIES, AMERICAN MUNICIPAL ASSOCIATION

MAYOR HARTSFIELD. You mean the new terminal? I am about that terminal now like the man with pictures of his baby. I carry them around. You give me an excuse to show you a magnificent terminal. We are very proud of it.

Well, gentlemen, I thank you for this opportunity to come before you and, as you know, this is William B. Hartsfield, of Atlanta, and I am here as chairman of the American Municipal Association's Airport Committee.

As you already know, the American Municipal Association represents some 13,000 cities and towns and villages throughout the country and represents them all, large and small.

This is a particularly auspicious occasion for me to appear before this committee, because a little over a week ago I fulfilled a long-standing dream of mine when I opened Atlanta's new, modern jet age terminal. The consideration with which this committee has treated the testimony of our organization in the past had a great deal to do with the success of that undertaking. We feel like we are partners and we are very proud of our partnership.

Our new air terminal cost us \$18 million, of which the Federal Government provided \$5 million. On the basis of present estimates, our operations next year will return revenues to us in the amount of \$2.8 million, an amount sufficient to pay all of our operating costs as well as our annual amortization of the bonded debt.

To give you an idea of the type of revenue-raising activities involved in that bright revenue picture, we are realizing \$160,000 a year out of one insurance booth, and also we rented out the main wall of our terminal for an enormous and very beautiful Coca-Cola sign which produces over \$12,000 a year.

Mr. WILLIAMS. This is what you expect from your new terminal and not what you were getting out of your old one?

MAYOR HARTSFIELD. No, sir. What we are now getting in the new terminal already contracted, and may I say that when the terminal was built we engaged the services of Mr. Robert Curtis, a former president of the New York City Real Estate Board, who was in charge of the leasing of concessions for the New York Port Authority, a man probably with more experience in airport and terminal leasing of all kinds than anybody in the world.

We brought him down there. We put him in charge of it and we moved it from local control or local politics, and it has been leased on a very intelligent basis to tenants that we think are reliable and strong. And we had in mind trying to produce revenue to pay off those certificates and to make the terminal self-supporting.

In other words, we come before you as somebody who is trying to get on his feet and not remain perpetual mendicants for everything in connection with aviation. We want to make it pay.

Mr. WILLIAMS. Having seen that terminal and realizing you have it open now, it looks to me that you now are pretty well on your feet. We would like to get on our feet over in Jackson about the same way.

MAYOR HARTSFIELD. Well, sir, if you keep the same good mayor you have got over there, you will be pretty good on your feet. I am speaking now of Jackson, Miss.

Gentlemen, we are very proud of this new terminal and, as I said, we are making every effort to make it extract as much money as possible but there are many fields of Federal aid about which I would like to talk to you.

I cite our Atlanta progress in order to demonstrate that I can speak completely objectively as the American Municipal Association's spokesman when I state that the airports program you have here before you is absolutely essential to assure that we have a national system of airports which keep pace with the growth of air transportation.

The American Municipal Association is one of the organizations which jointly prepared the brochure "The Federal Airport Program Should Be Extended" which we are mailing to every member of Congress.

At this point I should like to request permission to enter this brochure into the record as well as the statement on airports contained in the national municipal policy of the American Municipal Association.

As far as Atlanta and some of the other larger cities which now have highly developed airports are concerned our interest in this legislation is twofold. One, we think that all airports, including our own, should receive Federal grants for such additional runways, navigational and traffic controls as are deemed necessary by the FAA to increase the safety of our airways.

Two, because our airports can only truly fulfill their mission if we have a truly national system of airports throughout the Nation, we are interested in having funds made available to build up the smaller feeder airports which connect with our larger airports. And I want to say to you gentlemen, a few years ago Atlanta could not pay its own way and by Federal help we have been enabled to get on our feet and we want to see other cities that are not so fortunate obtain the same status.

In order to establish the national system of airports which is required we think a minimum program of \$100 million per year for a 5-year period is called for.

To deal with the length of the contract authorization first. Long-term continuity is absolutely essential if we are to have an orderly, efficient, and economical development of our national airport system. We cannot move ahead in fits and starts. We cannot continue to plan long-term programs and then have to postpone or abandon them because of the uncertainty of Federal financing. A 5-year program is essential in order to establish orderly development of our airports system.

Gentlemen, those of you with experience with local government know that we have got to have some assurance of Federal continuity here when we act on the local level. It takes time to plan and time to vote bonds in time to sell bonds. And we have to know in advance that we have some assurance of help here before we can tie into a system of Federal aid.

Along the same lines, a requirement to have the appropriations fixed on a year-to-year basis ignores completely the realities of capital programing and bond financing at the local level.

In order to relate rationally all of our major municipal improvements to each other, including streets, sewers, school needs, police and fire protection, as well as airports, virtually every municipality in the Nation now draws up its capital programs on a projected 5-year basis.

After these capital programs are drawn up, anywhere from 6 months to a year is required to receive approval of the voters for our bond issues, and another 6 months to a year is required to complete the underwriting and financing of the bonds. And as has been said, on the local level, we have to tie in airport bonds with other programs such as schools and sewers. Often one big issue covers not only airports but many other things.

If we bear in mind that these expenditures are required to protect the safety, not just of the citizens of Atlanta, but of all of the air-traveling public of America, it seems to me that the Congress is faced with a clear choice. If it wants the localities to participate in providing the requirements necessary to protect the air-traveling public it must relate its financing provisions to the realistic capabilities of the local communities.

A short-time authorization program, and particularly annual appropriations, makes programing at the local level impossible. If Congress insists on annual appropriations then it must be willing to shoulder the full cost of airport development.

As to the amount of money required, our surveys indicate that for the next 4-year period 1,464 airport projects are planned by U.S. communities at an estimated cost of \$1.1 billion. It is anticipated that \$588 million of this cost can be met out of State and local funds, leaving a deficit of \$537 million.

We should also like to suggest some specific changes in the bills before this committee. It is our opinion that the Federal Government should pay 100 percent of the costs of procurement and installation of the following:

- (1) Land required for the installation, maintenance, and operation of approach light systems;
- (2) High-intensity side lighting on runways;
- (3) Clear zones and any other projects necessitated by safety requirements of the Administrator or other Federal agencies; and
- (4) The cost of construction of any part of an airport building intended to afford facilities for housing activities of the United States relating to air traffic control, weather reporting, and communications activities relating to air traffic control.

We advocate the above because if these safety requirements are essential from the standpoint of safety for the national system it is

imperative that the Federal Government be able to install them without the delays which might be incurred in local financing.

We also believe that it is essential from the standpoint of sound programming that the announcement of allocations for the next fiscal year should be made by January 1.

On the section governing the redistribution of funds we recommend that 2 fiscal years be used instead of 1, because 1 year is not adequate in many cases to take account of the delays in the administrative machinery of the Federal Aviation Agency and the local sponsors.

We also favor the retention of the present statutory provisions which give the Administrator some flexibility on which is or is not eligible for building construction grants. Under the present law, bars, cocktail lounges, and other specified items have been made ineligible, leaving to the discretion of the Administrator whether or not needed public use space, maintenance equipment space, and other space can have Federal financial participation.

The Administrator has exercised his discretion in this matter through regulations and by his criteria and priority system which makes terminal buildings eligible only in rare cases after safety items are adequately cared for. Yet, in those cases where communities have attained an adequate system of runways and taxiways, the inadequacy of the ramp and terminal building facilities can result in delays and problems which preclude the safe and efficient use of the airways and the landing area.

The present law recognizes that such situations may exist and permits the Administrator to alleviate them. We believe that it is in the best interest of aviation development that this flexibility remain in the law.

We also believe that a project cost incurred prior to the execution of the grant agreement should be allowable if it would have been allowable if incurred after the execution of the grant agreement, and if it was incurred for or in connection with or as a condition precedent to the airport improvement pursuant to plans theretofore approved in writing with an express provision that costs so incurred would be allowed when and if the grant agreement was executed but no such approval shall obligate the United States to pay any portion of the project costs unless and until the grant agreement is executed.

On some occasions there is an interval of as long as 6 months between the approval by FAA of the plans for a civil airport project and the actual execution of the Federal-aid grant agreement.

Because of FAA's present inability to make payments for work started or completed prior to the actual execution of the formal grant agreement, the airport sponsor is often faced with the choice of delaying a much-needed project or surrendering his claim to Federal aid for the portion completed prior to the execution of the grant agreement. To cure this administrative difficulty we suggest such payments be permitted subject to the above conditions.

Gentlemen, the passage of the legislation before you is essential to the future development of a modern, effective, and efficient air transportation system for the Nation.

We simply cannot handle the aircraft of the sixties and the seventies on airports with the capabilities of the fifties.

Development at the pace required by technological advances in aircraft design, the continual increase in passenger and freight air travel, and by the demands of civil and military defense considerations is beyond the capacity of local governments to finance alone.

It is neither wise nor equitable to assume that they can.

I thank you, gentleman, very much for the privilege of appearing before you.

Mr. HARRIS. That completes your statement, does it, Mayor Hartsfield?

MAYOR HARTSFIELD. Yes, sir.

Mr. HARRIS. Mr. Friedel, do you have any questions?

Mr. FRIEDEL. No questions, but I just want to compliment the mayor on a very fine statement.

MAYOR HARTSFIELD. Thank you, Mr. Friedel.

Mr. FRIEDEL. It explains in detail everything very fairly.

MAYOR HARTSFIELD. Thank you, sir. Thank you.

Mr. WILLIAMS. Thank you very much. Mr. Springer, do you have any questions?

Mr. SPRINGER. No questions.

Mr. HARRIS. I would like to ask you three or four questions, Mayor Hartsfield.

MAYOR HARTSFIELD. Yes, sir.

Mr. HARRIS. In view of your statement, representing the American Municipal Association, about the progress you have had and your experience with your own airport, I join with the chairman of the subcommittee in complimenting you on the progress that you have made with the very fine facilities that you have at Atlanta.

I have also recently had occasion to be there. I was visiting with a Member of Congress, a member of this committee, there.

How long did it take you to construct this airport?

Mr. WILLIAMS. I think I can answer that.

MAYOR HARTSFIELD. If you are referring to the present terminal building, about 2 years. The airport itself was acquired in 1925. I picked it out.

And we have been working on it and madly increasing runways and taxiways and buying additional land ever since.

Mr. HARRIS. Well, I am talking about your improved or expanded program which resulted in what you have now, the increased landing facilities and so forth.

MAYOR HARTSFIELD. We began back in the early 1950's by voting bonds and availing ourselves of the first Federal aid offered to modernize that airport.

We are very proud of the fact that we used that money for first things, which was the safety of the airport, to extend runways, to install better navigational systems, drainage, to acquire additional land for approach clearances. We withheld asking the Federal Government for any money for a terminal. We kept our people for 10 years in an old tin hanger while we were using all of our bond funds and all of our Federal aid on runways to make them safe.

Mr. HARRIS. Now, you had your first bonds in early 1950?

MAYOR HARTSFIELD. Yes, sir.

Mr. HARRIS. Have you had any since then?

MAYOR HARTSFIELD. We have had two bond issues out there, a bond issue that I recall was a bond issue for about \$3 million and this last one for \$9 million.

MR. HARRIS. Now, when was the last bond issue?

MAYOR HARTSFIELD. The last bond issue was the one that we have completed the terminal with. It was voted in 1957, and we matched that with Federal aid and with revenue certificates.

We have a revenue certificate law and under it, we have issued—well, the whole terminal complex represents that \$18 million, \$9 million general obligation bonds, about \$5 million Federal aid and the balance revenue certificates.

MR. HARRIS. Mayor, did you have any difficulty developing this project you have there because of the present procedure on grant agreements?

MAYOR HARTSFIELD. Well, sir, we have been a little hard pressed at times and we have extended ourselves with revenue certificates.

And, as I said, we have got this estimate of receipts and we hope that we are going to make good on it and pay off those revenue certificates.

MR. HARRIS. Yes. I am sure you will do that, too, but you do not issue revenue certificates at all until your grant agreement with the Federal agency has been completed, do you?

MAYOR HARTSFIELD. Well, some of our grant agreements are still in process of being carried out.

We have not gotten all of the money yet.

MR. HARRIS. But you also had agreements that reach back as far as the early part of 1950?

MAYOR HARTSFIELD. Yes, sir. We have managed to get a little Federal help ever since it started.

MR. HARRIS. Well, the question is that you suggest here that we change the law to make money available for work completed before the grant agreements have been concluded, as I understand it. Is that right?

MAYOR HARTSFIELD. Of course, I am speaking not simply for Atlanta but for every city in the Nation.

MR. HARRIS. I know you are, and that is the reason I raised the question.

How can you or the American Municipal Association expect the Federal Government to appropriate funds and make it available before the agreement has been concluded between the Government and the sponsors?

MAYOR HARTSFIELD. I don't—let me confer with my associate here.

MR. HARRIS. You can identify your associate with you if you like.

MAYOR HARTSFIELD. I would like for Mr. McLaughlin to answer that question.

MR. McLAUGHLIN. I am Patrick McLaughlin, the director of Federal activities for the American Municipal Association.

What the mayor is speaking of is an instance where there is a lapse of time before the final agreement is executed, and it is a project which would have been allowable by the grant agreement, but the need is so pressing that you have to go ahead with it, and then you are faced with a change of either going ahead with it because it is an emergency project or giving up your Federal participation.

So what he is suggesting is in such instances if it had been something that would have been allowable under the grant agreement, but because of the lapse of time in completing the grant agreement, then it would be allowable when the grant agreement is finally executed.

Mr. HARRIS. Well, that still does not answer my question.

How could you expect the Federal Government to permit the funds to be appropriated before an agreement is made between the Federal Government and the sponsor?

Mr. McLAUGHLIN. Well, they are not paid until the final grant agreement is executed.

Mr. HARRIS. I thought you suggested here that these funds be available before the grant agreement is signed.

Mr. McLAUGHLIN. No, that they be allowable, allowable in the final grant agreement but not until the final grant agreement is executed.

Mr. HARRIS. I see. That is all.

Thank you.

Mr. WILLIAMS. Mr. Mayor, I go through Atlanta, as you know probably, quite often. I guess I have been there a dozen times this spring on my way to and from my home in Mississippi. Atlanta is a stop on the way.

I would like to ask you, just out of curiosity, how much general aviation operations take place off of the Atlanta Municipal Airport.

Is there any general aviation to any extent on that airport?

Mayor HARTSFIELD. You mean activities unrelated to scheduled flights?

Mr. WILLIAMS. Other than regularly scheduled carriers.

Mayor HARTSFIELD. Well, of course, the airport has many related businesses.

There are airplane insurance services, airplane service—

Mr. WILLIAMS. No, I am speaking of general aviation. I am referring to business aircraft or light sports aircraft, individually owned aircraft.

Mayor HARTSFIELD. Only a fair amount of unscheduled flying. Of course, there is some freight flying and business aircraft but, frankly, we have discouraged military flying, Reserve flying, because we have such a heavy amount of scheduled landings and departures there.

Mr. WILLIAMS. Private flying is what I am talking about.

Mayor HARTSFIELD. There is some. There are some that find that side of the county and that side of the town economical to use.

Mr. WILLIAMS. What is that old field, the old Navy field, being used for.

Mayor HARTSFIELD. That field is being operated, I understand, by De Kalb County for private flying.

Mr. WILLIAMS. That is the general aviation airport?

Mayor HARTSFIELD. For business and industry in that section. It has limited runways.

It will not take the large planes. And then, of course, Fulton County operates another airport which will not take the larger planes but which is very fine for business aircraft and, incidentally, the Federal Aviation Authority has some offices there on that airport.

Then the military aircraft goes to Dobbins Field in Marietta, which

is also the field of Lockheed, and they use that port. Of course, the military has courtesy use of the Atlanta Airport as well.

Incidentally, the field is now the base for Delta's jet maintenance. They have a base there.

Mr. WILLIAMS. I believe Atlanta is about the fourth or fifth busiest airport in the country, is it not?

Mayor HARTSFIELD. It used to range about fifth or sixth in total landings. It now runs about sixth or seventh.

It is an interchange airport.

Mr. WILLIAMS. I am asking these questions now purely out of curiosity more than anything else.

What do you plan to do with the old terminal building?

Mayor HARTSFIELD. The old tin hangar?

Mr. WILLIAMS. Yes.

Mayor HARTSFIELD. Well, we built it to salvage. It can be torn out.

The terminal facilities in there are very similar to the old New Orleans hangar and can be rented out.

But for a long-time basis that spot on the field will be leased to Eastern Airlines for the building of a prop maintenance base. They propose to maintain their prop planes in Atlanta and I presume to continue maintaining their jets in Miami.

Mr. WILLIAMS. Mr. Friedel, do you have any questions?

Mr. FRIEDEL. I have no questions.

Mr. WILLIAMS. Mr. HARRIS, do you have any questions?

Mr. HARRIS. No.

Mr. FRIEDEL. Mr. Mayor—

Mayor HARTSFIELD. Yes, Mr. Friedel?

Mr. FRIEDEL. You feel that unless this program is extended for 5 years, and you can have your long-range grants beyond a year or two, that is the only feasible way that this building program will work?

Mayor HARTSFIELD. Yes, sir, because local communities have got to plan well ahead. And I come here bragging about my airport, but I must admit that a fellow with a good airport is like a fellow with a paved road in front of his house. It is not going to do him any good unless everybody else has got one and unless we can build these other airports up, the Atlanta airport will not be successful over a long range.

And we are here in the interest of a national system. And may I bring this out—excuse me, sir—in the event of national disaster or a great war, in my opinion, the only way we are going to get around this country quickly is with a system of good airports, and it is going to be over a period of years, because the type of destructive warfare to which we will be subjected in the future, will tear up the railroads and tear up the highways.

Mr. FRIEDEL. Well, my question is this: What effect would this bill have on the airports throughout the United States if it were handled on a year-to-year basis.

Mayor HARTSFIELD. Year-to-year appropriations?

Mr. FRIEDEL. Yes.

Mayor HARTSFIELD. Well, I don't think you can fit it in with the conditions of local government. I don't think you could fit it in. I don't think you could do that with navigation.

I don't think that great dams could be built that way.

Mr. WILLIAMS. The fact is, that is the way they are built, Mayor Hartsfield.

Mayor HARTSFIELD. But they are planned and committed as a whole.

Mr. WILLIAMS. But the Congress appropriates after the plan has been made available to the Congress and justified to the Appropriations Committee.

Mayor HARTSFIELD. Yes, sir, but that is your dam, see? And you commit yourself to build it and you can appropriate the money every year.

Now, local government has got to go through campaigns to pass bonds.

You have got to tell the people when you pass those bonds, "Now, we propose to match this money with an available Federal program."

Unless we have got it, we can't do it. We can't tell them that. We have been through that.

When we voted that \$9 million we voted all we could. We had a committee that surveyed schools, highways, the desperate needs of the community and we went before them—I am one who went before them—and begged and pleaded for more airport money.

And they said, "We can't, out of the bonding capacity of the city, allocate you more than \$9 million." And now, if we had not been able to say to the people that we will supplement this with a certain amount of Federal aid we wouldn't have been able to have planned this great project at all.

So unless we have a definite program that we can say—

Mr. WILLIAMS. You missed the point of the question entirely, Mayor Hartsfield.

Mr. FRIEDEL. My question was: What effect would this bill have on airports throughout the United States if it were handled by year-to-year appropriations?

Now, as I understand it, you said that it could not work out that way because you have to go through State legislatures to get a bill passed to create a bond issue, and then you have to sell it to the public, which takes from a year to 18 months.

But what I want to know is what effect will it have if it is done on a yearly appropriation?

What effect will it have on the cities or the States where they are planning to use this money?

Mayor HARTSFIELD. I don't think we could work under it at all. I just don't think it would work with annual appropriations.

Mr. FRIEDEL. Well, I am in accord with you. I just want to have this made clear for the record.

Mayor HARTSFIELD. I don't think we could work on it.

Mr. FRIEDEL. That is all.

Mr. WILLIAMS. May I say this:

It has gone along pretty well for 100 or 75 years without having this back-door program, by going through the Appropriations Committee and permitting the Congress to keep close tab on the expenditures of the public moneys and to keep a review authority on appropriations. I see no reason why this program should be handled any differently from any other program and taken out from under the control of the Congress.

Now, what he is talking about, what Mr. Friedel is talking about, is the suggestion in this legislation that the agency be given a blank check to obligate the Treasury in the absence of appropriations for these expenditures.

Mr. FRIEDEL. That is your wording, not mine.

Mr. WILLIAMS. That is true. And then the Congress, once it is obligated, it has that over and above the budget. It cannot be budgeted.

It is utterly impossible for that to be included in the budget for the Federal Government, because the budget has to be approved in advance, submitted to the Appropriations Committee and must go through the Congress in the regular fashion.

That is the point that we are making in this regard.

I, personally, feel that Congress would be abrogating or surrendering or delegating its constitutional responsibility to exercise control over the expenditure of public money if it follows through with this bill as the bill is written in that regard.

Mayor HARTSFIELD. Could I have our Mr. McLaughlin comment on that statement, Mr. Williams?

Mr. WILLIAMS. Surely.

Mr. McLAUGHLIN. There is this difference: When you build a dam that is the Federal Government's dam, it is the Federal Government's financing completely.

This bill or this program contemplates local matching. Now, if we accept the premise that what we are building is a national airport system and fulfilling certain safety requirements, then you are asking local governments to pick up part of that cost, and the realities of local financing are such that it can't be done on a year-to-year basis.

It takes longer than that to raise money. And without knowing what the Federal contribution is in advance, the realities of local financing are that you are not going to be able to get the localities to accept their share of the burden.

Mr. WILLIAMS. Well, now, that brings me around to the point that was admitted yesterday by Mr. Halaby, when he was before this committee, and that is that the primary responsibility is with the localities and not with the Federal Government.

For that reason, the localities should first make their money available before the Federal Government even considers theirs available, and it is just a question of where you are going to start and whether the Federal Government is just going to dangle a sack of money in front of the community and say, "Now, if you do so and so you can have this," or if it is going to say to the community, "Now, if you want to, if you are willing to do your share of it, then we will consider whether it is in the national interest for us to participate in this."

Mr. McLAUGHLIN. The other side of it, sir, is that if the safety of me, as a man traveling from New York to Atlanta or to Dallas and so forth—is my safety, as an air passenger, to depend upon the ability of any single city to finance these things this year?

Mr. WILLIAMS. Well, regardless of that, I wish I had a copy of the Constitution in front of me.

There is a section in article I—section 9, I believe—which places upon the Congress the sole responsibility for the appropriation of

public money and does not give Congress any authority to delegate that responsibility.

And that is what I am thinking about. Regardless of how much burden it might put upon us, until the Constitution is changed, by vote of the people or the legislature in the manner provided in the Constitution, I feel that we have to go by the rules as they are set out in the Constitution.

I am sure you agree to that.

Mr. HARRIS. Mr. Chairman, on that particular subject, may I ask this?

What is your name, please, sir?

Mr. McLAUGHLIN. Pat McLaughlin. I am with the American Municipal Association.

Mr. HARRIS. Well now, you mentioned Federal public works projects such as dams and so forth.

If an authorization is made for a period of, say, 5 years or 4 years or whatever it might be, and the Appropriations Committee under that authority appropriates the money for the full period for use until expended, wouldn't that give the sponsors an opportunity to plan their programs?

Mr. McLAUGHLIN. Well, they don't know what the Appropriations Committee is going to do next year. In fact, this Congress can't bind a future Congress on what its Appropriations Committee is going to do.

So if they are planning a 5-year capital program how do they know what X number of dollars is going to be appropriated?

Mr. HARRIS. Well, if the Appropriations Committee authorizes them to do it they can.

Mr. McLAUGHLIN. Oh, yes.

Mr. HARRIS. Well, what would be the—

Mr. McLAUGHLIN. But the Appropriations Committee of the succeeding Congress is not bound by what the Appropriations Committee of this Congress does.

Mr. WILLIAMS. No, but that is what you are trying to get around, congressional control over the expenditure. You want to set up a 5-year program and give money, without the approval of Congress over that 5-year period, up to a certain amount.

Mr. HARRIS. But, Congress could make the money available until expended, which would give ample opportunity for you to develop the projects as it does with military public works programs and a lot of others. Of course, a future Congress could rescind such an appropriation but after all, if there is not a degree of faith between the Congress and the municipalities, why, I do not think we could proceed with any of these programs necessary, whether it is defense or anything else.

I think that each one has got to have some degree of faith in the other.

That is all.

Mr. WILLIAMS. Thank you. Thank you very much, Mayor.

MAYOR HARTSFIELD. Thank you, gentlemen.

(The full text of the written statement of Mayor Hartsfield follows:)

## STATEMENT OF WILLIAM B. HARTSFIELD, MAYOR OF ATLANTA, GA., ON BEHALF OF THE AMERICAN MUNICIPAL ASSOCIATION

Gentlemen, I am Mayor William B. Hartsfield, of Atlanta, chairman of the American Municipal Association's Airports Committee. The American Municipal Association represents more than 13,000 cities, towns, and villages throughout the country.

This is a particularly auspicious occasion for me to appear before this committee, because a little over a week ago I fulfilled a longstanding dream of mine when I opened Atlanta's new, modern jet age terminal. The consideration with which this committee has treated the testimony of our organization in the past had a great deal to do with the success of that undertaking.

Our new air terminal cost us \$18 million, of which the Federal Government provided \$5 million. On the basis of present estimates our operations next year will return revenue to us in the amount of \$2.8 million, an amount sufficient to pay all of our operating costs as well as our annual amortization of the bonded debt. To give you an idea of the type of revenue-raising activities involved in that bright revenue picture, we are realizing \$160,000 a year out of one insurance booth.

I cite our Atlanta progress in order to demonstrate that I can speak completely objectively as the American Municipal Association's spokesman when I state that the airports program you have before you is absolutely essential to assure that we have a national system of airports which keep pace with the growth of air transportation.

The American Municipal Association is one of the organizations which jointly prepared the brochure "The Federal Airport Program Should Be Extended" which we are mailing to every Member of Congress. At this point I should like to request permission to enter this brochure—I already entered it—into the record as well as the statement on airports contained in the national municipal policy of the American Municipal Association.

As far as Atlanta and some of the other larger cities which now have highly developed airports are concerned our interest in this legislation is twofold. One, we think that all airports, including our own, should receive Federal grants for such additional runways, navigational and traffic controls as are deemed necessary by the FAA to increase the safety of our airways. Two, because our airports can only truly fulfill their mission if we have a truly national system of airports throughout the Nation, we are interested in having funds made available to build up the smaller feeder airports which connect with our larger airports.

In order to establish the national system of airports which is required we think a minimum program of \$100 million per year for a 5-year period is called for.

To deal with the length of the contract authorization first. Long-term continuity is absolutely essential if we are to have an orderly, efficient and economical development of our national airport system. We cannot move ahead in fits and starts. We cannot continue to plan long-term programs and then have to postpone or abandon them because of the uncertainty of Federal financing. A 5-year program is essential in order to establish orderly development of our airports system.

Along the same lines, a requirement to have the appropriations fixed on a year-to-year basis ignores completely the realities of capital programing and bond financing at the local level.

In order to relate rationally all of our major municipal improvements to each other, including streets, sewers, school needs, police and fire protection as well as airports virtually every municipality in the Nation now draws up its capital programs on a projected 5-year basis. After these capital programs are drawn up, anywhere from 6 months to a year is required to receive approval of the voters for our bond issues, and another 6 months to a year is required to complete the underwriting and financing of the bonds.

If we bear in mind that these expenditures are required to protect the safety, not just of the citizens of Atlanta, but of all of the air-traveling public of America it seem to me that the Congress is faced with a clear choice. If it wants the localities to participate in providing the requirements necessary to protect the air-traveling public it must relate its financing provisions to the realistic capabilities of the local communities. A short time authorization program, and particularly annual appropriations, makes programing at the local level impossible.

If Congress insists on annual appropriations then it must be willing to shoulder the full cost of airport development.

As to the amount of money required, our surveys indicate that for the next 4-year period 1,464 airport projects are planned by U.S. communities at an estimated cost of \$1.1 billion. It is anticipated that \$588 million of this cost can be met out of State and local funds, leaving a deficit of \$537 million.

We should also like to suggest some specific changes in the bills before this committee. It is our opinion that the Federal Government should pay 100 percent of the costs of procurement and installation of the following: (1) land required for the installation, maintenance, and operation of approach light systems, (2) high intensity side lighting on runways, (3) clear zones and any other projects necessitated by safety requirements of the Administrator or other Federal agencies, and (4) the cost of construction of any part of an airport building intended to afford facilities for housing activities of the United States relating to air traffic control, weather reporting, and communications activities relating to air traffic control.

We advocate the above because if these safety requirements are essential from the standpoint of safety for the national system it is imperative that the Federal Government be able to install them without the delays which might be incurred in local financing.

We also believe that it is essential from the standpoint of sound programing that the announcement of allocations for the next fiscal year should be made by January 1.

On the section governing the redistribution of funds we recommend that 2 fiscal years be used instead of 1, because 1 year is not adequate in many cases to take account of the delays in the administrative machinery of the Federal Aviation Agency and the local sponsors.

We also favor the retention of the present statutory provisions which give the Administrator some flexibility on which is or is not eligible for building construction grants. Under the present law, bars, cocktail lounges and other specified items have been made ineligible, leaving to the discretion of the Administrator whether or not needed public use space, maintenance equipment space, and other space can have Federal financial participation.

The Administrator has exercised his discretion in this matter through regulations and by his criteria and priority system which makes terminal buildings eligible only in rare cases after safety items are adequately cared for. Yet, in those cases where communities have attained an adequate system of runways and taxiways, the inadequacy of the ramp and terminal building facilities can result in delays and problems which preclude the safe and efficient use of the airways and the landing area. The present law recognizes that such situations may exist and permits the Administrator to alleviate them. We believe that it is in the best interest of aviation development that this flexibility remain in the law.

We also believe that a project cost incurred prior to the execution of the grant agreement should be allowable if it would have been allowable if incurred after the execution of the grant agreement, and if it was incurred for or in connection with or as a condition precedent to the airport improvement pursuant to plans theretofore approved in writing with an express provision that costs so incurred would be allowed when and if the grant agreement was executed but no such approval shall obligate the United States to pay any portion of the project costs unless and until the grant agreement is executed.

On some occasions there is an interval of as long as 6 months between the approval by FAA of the plans for a civil airport project and the actual execution of the Federal aid grant agreement. Because of FAA's present inability to make payments for work started or completed prior to the actual execution of the formal grant agreement, the airport sponsor is often faced with the choice of delaying a much needed project or surrendering his claim to Federal aid for the portion completed prior to the execution of the grant agreement. To cure this administrative difficulty we suggest such payments be permitted subject to the above conditions.

Gentlemen, the passage of the legislation before you is essential to the future development of a modern, effective and efficient air transportation system for the Nation.

We simply cannot handle the aircraft of the sixties and the seventies on airports with the capabilities of the fifties.

Development at the pace required by technological advances in aircraft design, the continual increase in passenger and freight air travel, and by the demands of civil and military defense considerations is beyond the capacity of local governments to finance alone.

It is neither wise nor equitable to assume that they can.

Mr. WILLIAMS. Mr. Thomas Jordan.

**STATEMENT OF THOMAS K. JORDAN, VICE PRESIDENT, MUNICIPAL AND AIRPORT DIVISION, AMERICAN ROAD BUILDERS' ASSOCIATION, ACCOMPANIED BY BEN F. OSTERGREN, MANAGING DIRECTOR, COUNTY DIVISION, MUNICIPAL AND AIRPORT DIVISION, AMERICAN ROAD BUILDERS' ASSOCIATION**

Mr. JORDAN. Gentlemen, my name is Thomas K. Jordan, and the gentleman on my left is Mr. Ben F. Ostergren, the managing director, County Division, Municipal and Airport Division, of the American Road Builders' Association.

I am director of the Wisconsin State Aeronautics Commission and I appear here today in my capacity as president of the Municipal and Airport Division of the American Road Builders' Association.

The American Road Builders' Association, which was organized in 1902, has a membership of about 7,000 with representation from all branches of the highway and airport industry and engineering profession. Incidentally, I am a registered professional engineer.

The membership is composed of seven organized divisions—the county division, which consists of county highway officials and engineers; the engineering division, which includes consulting engineers engaged in highway and airport work; the educational division, representing professors and students in civil engineering schools; the contractors division, the manufacturers division, the materials and services division—these three representing industry groups—and the municipal and airport division.

In addition, the association has several hundred at-large members, including State and Federal officials and commercial and investment bankers interested in highway and airport programs.

Included in the membership of the municipal and airport division are 300 municipal and airport administrators and engineers. Our interest in airport development predates the original Federal-Aid Airport Act.

The current position of the association with regard to the Federal-aid airport construction program is stated in the following resolution, which was adopted at our recent national convention:

**RESOLUTION No. 5**

Whereas the Federal-aid airport construction program is essential to the further development of the Nation's air transportation system; and

Whereas the present program expires on June 30, 1961; and

Whereas in the absence of a firm program it is practically impossible to proceed with the long-range planning which is essential to the successful prosecution of the airport program; and

Whereas a long-range program at an adequate level is essential for air safety and the orderly development of the air transportation system: Now, therefore, be it

*Resolved by the American Road Builders' Association in Convention assembled at Atlantic City, N.J., this 7th day of March 1961, That the association petition*

the Congress of the United States to act speedily to extend the Federal-aid airport program for at least 5 years with an authorization to obligate \$100 million annually.

The position of the association, as expressed in the resolution, reflects a consensus drawn from two points of view :

1. The point of view of the segment of our membership which is actively engaged in the construction, maintenance and operation of airport facilities, with firsthand, everyday knowledge of the need for expanding our Federal-aid airport program ; and

2. A more general point of view derived from the association's 59-year experience in working for an adequate, long-range highway program.

From this last-named point of view, the association sees certain parallels between the airport and highway programs, and believes that our Federal-aid airport program can benefit from lessons learned in the development of the highway program.

The most important lesson of all, we believe, is that transportation development programs tend to lag behind established needs, and that this lag is an economic waste which the Nation can ill afford.

Five years ago, Congress approved a long-range Federal-aid highway program geared to the objective of bringing our national highway system up to standards adequate for the traffic volume of the year 1975. Even with this long-range approach, a very determined effort is required to get the highways built early enough for the full benefits to be reaped.

A similar approach seems logical and justified in the case of airports. A 5-year extension of the Federal airport program is the bare minimum to permit State and local officials to develop sound, long-range construction programs based on the forecasts of traffic growth.

The highway program has also demonstrated the advantages of developing close liaison between State and Federal officials, so that the work is done on a partnership basis; and the soundness of financing the work through the matching of Federal grants.

In our judgment, H.R. 6580 is good, forward-looking legislation. The purpose of the bill has our full support.

The adequate development of airports is essential to the safety of the traveling public, the development of our national economy, and the requirements of national defense. The Federal Airport program should be continued and expanded.

Considerations of safety are extremely important in considering the airport construction program. An airport which may be safe for the existing volume of traffic can become an unsafe airport if the volume of traffic increases, unless we also increase the ground facilities.

Additional runways and other ground facilities become a "must", for safety's sake, when air traffic increases. The special requirements of jet age aircraft have increased the potential hazards of adding extra traffic to our existing airport facilities.

While we are encouraged by the fact that H.R. 6580 does provide for an expanded program, with authorizations of \$75 million per annum, we are impressed with the needs survey conducted by NASAO, AOC, and AAAE, and believe that the findings of the survey document the position that authorizations at the rate of \$100

million per year are fully justified as an economic investment which will return benefits substantially in excess of the cost.

The provision for a special authorization of \$7 million to be used for the purpose of developing general aviation airports is a good one. However, in many States, a larger share of airport construction funds could be used to good effect in the development of general aviation facilities.

We support the suggestion that 25 percent of the sums apportioned to each State be earmarked for general aviation airports provided that any portion of this 25 percent not needed to meet firm project applications during the first fiscal year of availability should become available for other types of projects within the State concerned. There is a definite need for encouraging the development of airports in the general aviation category. This is an area in which Federal leadership can be highly beneficial, and this is another area where considerations of safety are especially important.

We believe that the amendment which would make a State's apportionment available only during the year for which it was first authorized to be obligated is a step backward. The States frequently require a longer period of time to firm up projects. For purposes of orderly planning, the 2-year obligation period provided by present law is much more useful than the contemplated 12-month period. We are therefore opposed to this amendment.

Mr. Chairman, we are grateful for the privilege of testifying in support of the legislation, and we thank the committee for the outstanding work which it is doing in the area of airport development.

Thank you.

Mr. WILLIAMS. Thank you very much. Mr. Harris, have you any questions?

Mr. HARRIS. No.

Mr. WILLIAMS. Thank you very much.

(Thereupon, the complete text of the statement of Mr. Thomas K. Jordan is as follows:)

STATEMENT OF THE AMERICAN ROAD BUILDERS' ASSOCIATION BY THOMAS K. JORDAN, PRESIDENT, MUNICIPAL AND AIRPORT DIVISION, ARBA AND DIRECTOR, WISCONSIN STATE AERONAUTICS COMMISSION, MADISON, WIS.

I am director of the Wisconsin State Aeronautics Commission and I appear here today in my capacity as president of the Municipal and Airport Division of the American Road Builders' Association.

The American Road Builders' Association, which was organized in 1902, has a membership of about 7,000, with representation from all branches of the highway and airport industry and engineering profession.

The membership is composed of seven organized divisions—the county division, which consists of county highway officials and engineers; the engineering division, which includes consulting engineers engaged in highway and airport work; the educational division, representing professors and students in civil engineering schools; the contractors division, the manufacturers division, the materials and services division—these three representing industry groups—and the municipal and airport division. In addition, the association has several hundred at-large members, including State and Federal officials and commercial and investment bankers interested in highway and airport programs.

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Five years ago, Congress approved a long-range Federal-aid highway program geared to the objective of bringing our national highway system up to standards adequate for the traffic volume of the year 1975. Even with this long-range approach, a very determined effort is required to get the highways built early enough for the full benefits to be reaped.

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In our judgment, H.R. 6580 is good, forward-looking legislation. The purpose of the bill has our full support.

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Considerations of safety are extremely important in considering the airport construction program. An airport which may be safe for the existing volume of traffic can become an unsafe airport if the volume of traffic increases, unless we also increase the ground facilities. Additional runways and other ground facilities become a must, for safety's sake, when air traffic increases. The special requirements of jet-age aircraft have increased the potential hazards of adding extra traffic to our existing airport facilities.

While we are encouraged by the fact that H.R. 6580 does provide for an expanded program, with authorizations of \$75 million per annum, we are impressed with the needs survey conducted by NASAO, AOC, and AAAE, and believe that the findings of the survey document the position that authorizations at the rate of \$100 million per year are fully justified as an economic investment which will return benefits substantially in excess of the cost.

The provision for a special authorization of \$7 million to be used for the purpose of developing general aviation airports is a good one. However, in many States, a larger share of airport construction funds could be used to good effect in the development of general aviation facilities. We support the suggestion

that 25 percent of the sums apportioned to each State be earmarked for general aviation airports, provided that any portion of this 25 percent not needed to meet firm project applications during the first fiscal year of availability should become available for other types of projects within the State concerned. There is a definite need for encouraging the development of airports in the general aviation category. This is an area in which Federal leadership can be highly beneficial, and this is another area where considerations of safety are especially important.

We believe that the amendment which would make a State's apportionment available only during the year for which it was first authorized to be obligated is a step backward. The States frequently require a longer period of time to firm up projects. For purposes of orderly planning, the 2-year obligation period provided by present law is much more useful than the contemplated 12-month period. We are therefore opposed to this amendment.

Mr. Chairman, we are grateful for the privilege of testifying in support of the legislation, and we thank the committee for the outstanding work which it is doing in the area of airport development.

Mr. WILLIAMS. Our next witness, I believe, is Mr. Ramsey. Mr. Hartranft agreed to switch places.

Is that correct?

Mr. HARTRANFT. Yes, sir, it is.

#### STATEMENT OF JAMES D. RAMSEY, REPRESENTING THE NATIONAL ASSOCIATION OF STATE AVIATION OFFICIALS

Mr. WILLIAMS. Mr. Ramsey, do you care to be heard again now?

Mr. RAMSEY. Thank you, sir.

Mr. WILLIAMS. I believe this time you are representing NASAO?

Mr. RAMSEY. That is correct.

Mr. WILLIAMS. Whereas before, you were speaking for the National Airport Survey Committee?

Mr. RAMSEY. I was speaking entirely for the National Airport Survey Committee before, Mr. Chairman.

Mr. Chairman, I am James D. Ramsey, and I am appearing before you as chairman of the Airports Committee of the National Association of State Aviation Officials, and my presentation will represent the official views of that association.

The members of NASAO deeply appreciate the opportunity afforded to comment on H.R. 6580 and H.R. 6608, bills to extend the time for making grants under the provisions of the Federal Airport Act, and wish to highly commend the President and the Members of Congress who have sponsored this very important legislation with which we are in general agreement. Thirty States have adopted legislation requiring State approval for Federal-aid airport program projects, and 21 States have adopted legislation requiring Federal-aid airport funds to be channeled through their State aviation agencies in accordance with the provisions of the Federal Airport Act. During the past 20 years, over half of the States have appropriated or authorized the expenditure of substantial amounts of funds for airport development, operation, and maintenance.

In 1957, the amount reported was \$6,803,000, increasing to \$11,384,000 in 1958, and to approximately \$21,300,000 in 1960. In the State of Illinois alone airport construction from 1945 through 1960 amounted to \$82½ million. Of this total the State has contributed \$22½ million, the local communities \$30 million and the Federal Government \$30 million.

During the past 18 months, directors of aeronautics have spent considerable time reviewing the Federal Airport Act, both as to the need for its extension and its content. We are unanimous in our position that the Federal Airport Act should be extended at this time; and are convinced that failure to extend this act would be completely inconsistent with policy and procedures for providing Federal assistance for other means of transportation. NASAO is also of the opinion that certain amendments or modifications should be made to the act.

NASAO is unalterably committed to the belief that the Nation's airport system is far from complete. As a matter of fact, we believe that the program should be accelerated even beyond the rate proposed in this legislation.

I would like to speak specifically on the amendments proposed in H.R. 6580 and H.R. 6608, and will relate my comments to the sections of these bills.

Section 1: NASAO is in complete agreement with the proposal that the act be amended to require the Administrator to make public by January 1 of each year the proposed program of airport development intended to be undertaken during the forthcoming fiscal year.

This would be most helpful in providing leadtime for the local sponsors and would enable them to more efficiently arrange their finances to take advantage of the program.

It is assumed that the authority to revise the program will not affect those project sponsors who are able and willing to meet their responsibility as a partner in the joint undertaking.

The record should make this unmistakably clear, in order to assure that those sponsors who have raised the necessary funds, completed surveys, plans, and acquired necessary land, et cetera, will not be removed arbitrarily from the program.

Section 2: We find very encouraging the fact that this legislation would propose a total of \$75 million annually to be utilized for airport development, which is an increase over the past programs.

Nevertheless, we feel that this is an insufficient amount to meet the demonstrated need. As pointed out in the survey previously referred to, there is, or will be, approximately \$588 million available from local and State sources to meet an expressed need of \$1,125 million. Therefore, a need exists for an additional \$537 million over a 4-year period to satisfy the planned airport development costs.

I recognize that this was for a 5-year period this was proposed, and our survey indicated only 4 years but it can, of course, be expanded to that fifth year.

Mr. WILLIAMS. May I ask a question? The survey also contemplates the inclusion of towers or weather facilities and so forth which, as you may know, have been taken out of this bill which should reduce to that extent the overall total in your estimate.

Is that not correct? Has your estimate been revised to reflect that?

Mr. RAMSEY. It has not, sir. You are correct in that it does include items that will not be included in the bill if it passes the way it is.

However, I would like to point out to you—

Mr. WILLIAMS. Does your survey include estimates for terminal buildings?

Mr. RAMSEY. Yes, sir.

Mr. WILLIAMS. Well, take that out and that further reduces it.

Mr. RAMSEY. That is true.

Mr. WILLIAMS. That is the revenue-producing areas of terminal buildings, assuming that terminal buildings should be left as they have been in the last act.

Mr. RAMSEY. Assuming they are left as they were in the last act, that is true.

Mr. WILLIAMS. So you would still reduce that even further. So, actually, the amount of money needed is not quite so much as would be indicated by your statement of \$1 billion and \$100 million or something?

Mr. RAMSEY. Well, except, sir, I would like to point out that our survey covered only 46 percent of the eligible airports.

Now, we contemplated expanding this to 100 percent but felt that we would rather stick to the facts rather than assumptions. So while we have done that, I do not propose to relate that to our survey since we wanted to confine them just to the reports.

But if that were to be expanded, and we eliminated the items that this bill will eliminate, then we still feel that the amount would still be substantially in excess of the amount proposed in this bill. Actually, as I point out, \$134 million it shows and we are recommending \$100 million rather than the full amount that the survey will indicate.

With regard to subparagraph C of section 2, which would provide a special annual authorization of \$17 million to be used for the purpose of developing general aviation airports to relieve congestion at high density airports, we believe this to be a step in the right direction.

However, NASAO is of the opinion that more flexibility would be permitted, and a better balanced program would be assured, if (after deducting the amount required for airports in Puerto Rico and the Virgin Islands)—25 percent of the remaining amount were placed in the discretionary fund; in order that the Administrator may place it where it is most needed and that the remaining 75—incidentally, the 25 percent would be applied after the territorial money has been subtracted. This is as the act is doing right now.

The 75 percent would be apportioned among the States in accord with existing formula but we propose within that 75 percent that one-third of it be earmarked for the development of general aviation airports. We further propose that this money be made available, or, rather, held in this earmarked account for a period of not less than a year at which time if there are no alternate project applications pending at the end of a year's time, then any funds remaining in this one-third could be used for other types of projects within that State if it were required.

We think that in this manner you can provide additional facilities in the congested areas of general aviation categories and also provide additional aviation airports throughout the country.

This particular category of airports has actually been neglected, in our opinion, under the administration of the act in the past.

We are involved in a great many programs particularly States that are in the discretionary funds. When a State uses discretionary money then stricter criteria are applied to projects within that State

which result in actually making it extremely difficult to get some of the smaller airports on to the State program.

Therefore, we think something should be done to expand this portion of our system which we consider essential to the total system. Many of your smaller airports have actually become discouraged because of this.

Our survey received only 30-percent returns from general aviation airports. We attribute the lack of returns, because many of them have tried in the past and have not been accepted for Federal aid, and, therefore, figure why waste the time to send in some more papers. We feel in the event there are some specific funds set aside for this that you will see these people come in and the split of funds that we have suggested here is more realistic than it might appear originally since our survey only showed 14 percent of the total funds would be necessary for it.

We think it might come up to the point of 30 percent of the total funds available.

MR. WILLIAMS. Mr. Ramsey, a statement in the record said that some of the criteria that are required by the Federal Aviation Agency for making grants to general airports are wholly unrealistic and probably should be revised. For instance, the remark was made to me, if I got the point correctly, that the idea of making a determination as to whether they should get aid on the basis of how many planes were actually stationed there or based there on that particular airport is to some extent misleading as to the actual use they may be put to.

In other words, at the airport with improvements there would be quite a number of additional planes that would be placed there and the reason that additional planes were not placed there would be because the field needs improvement, or, maybe I missed the point entirely in what the witness had to say about that, but I feel sure that you can count on the same type of situation.

Will you comment on that if I make the point clear.

MR. RAMSEY. You make the point exactly clear.

Some of the criteria calls for numbers of based aircraft and, as you have pointed out, this is, in our opinion, a completely unrealistic yardstick to use for the development of an airport, particularly if you talk to the new airport. Now, it is true you can say, well, there are 20 or 30 in the country and, therefore, it is built, we will have 10 there, but we do not agree with this approach at all.

As a matter of fact, the way we feel about this is once an airport is put on the national airport plan it is put there for a reason. It is put there because someone, some experts, and I think they have spent a reasonable amount of time trying to plan these facilities, so that this is necessary and will be needed. That should, in itself, qualify that airport for Federal assistance without further justification as to the type of activity.

If it doesn't there is no reason for it to be on the plan in the first place. If they would go to that, I am sure everyone would be happy. Today if an airport is on that plan this means nothing at all to the sponsor except that he is eligible, that he still has to do many things, use reams of paper, activity records, airport records, and all types of things to justify inclusion on the program even though the Federal Government itself has said an airport is needed here.

So it is a very serious thing and this is one of the things that we are trying to get at, to earmark some funds for this type of development.

Mr. WILLIAMS. That is one of the reasons you have had so much difficulty in developing your general aviation airports?

Mr. RAMSEY. That is true, sir. And even where money is available they have not been approved. This is what bothers them.

States that do not use all of their apportioned funds, they have had project requests or applications denied because they weren't able, even though the airport was on the plan—they couldn't justify the level of activity, which is completely erroneous as far as we are concerned, that is that approach.

Now, section 3: With regard to apportionment of funds discretionary and redistribution, NASAO is strongly opposed to the amendment which would make the State apportionment available for only the year for which it was first authorized to be obligated.

The history of the Federal-aid airport program will substantiate the fact that the amount of time between the Administrator's announcement of the tentative allocation and the actual signing of the grant is such that it would make availability of funds for only 1 year completely impractical.

Now, I would like at this time, with the committee's permission, to show you a couple of slides which I think may illustrate some of the problems that we are facing in the time element involved in trying to get these projects underway. One year is simply not enough time to make this money available.

I won't go into the full detail of this chart, but I have had to use projects in Michigan as much as we have data available on this.

I will stick strictly to this line here which is in 1961. This attempts to show what is happening to 107 projects within the State. Starting back in 1956 to 1961 it shows the status of these projects. Five during this period are yet to be submitted to the FAA. Twelve are awaiting grant offers. Seven are being placed on the contract. Thirty-two are currently under construction or were on that date.

Three constructions have been completed but the final audit has not been submitted to FAA.

Fourteen were awaiting final audit by the FAA. Fourteen final audits have been completed and we are awaiting final payment. Twenty projects have been fully completed.

Now, when we go to the next slide I will tell you what the amount of time was involved in each of these. This is a little difficult to see, but this red dot represents the date on which the tentative allocation was made. This point represents the date on which the project application was submitted to the FAA and of these projects that we covered, there is an average of 42 weeks which elapsed from the time the program was announced until the project was submitted.

There is an average of 14 weeks in which this material was in the hands of the FAA and we are awaiting approval to advertise and the issuance of the grant offer. There is about 12 weeks involved in advertising, bidding, and signing the contracts and the projects were under construction an average of 30 weeks.

The closing and preparation of final claims and submission for final audit, an average of 57 weeks. There's 20 weeks of an average from

the time we requested the final audit until one was made and there was 27 weeks until we received final payment from the time the final audit was made.

This all totaled  $3\frac{1}{2}$  years. It is a long, tedious program.

Now, we have one other little problem that complicates things.

As you gentlemen know, we are involved with the establishment of wage rates in all of our contracts. It must be established and be in there before we can advertise for work. As best we can determine, here is what happens.

The sponsor fills out the proper form, sends it to the district airport engineer, to the region of FAA, the Washington office of FAA, the Washington office of the Department of Labor and then it contacts the regional office of the Department of Labor and then back down the line and the wage rate is established.

Now, on 38 projects in the last 18 months in Michigan it has taken an average of 64 days to allow that the wage rate determination, and this wage rate determination is good for 90 days.

There has been an average of 12 days expired by the time we received these wage rate determinations and 58 percent of these contracts have to go back for a second determination.

While this chart doesn't show it, I believe there were nine projects included in this 58 percent that went back for a third wage rate determination.

Mr. WILLIAMS. Was that because of the Davis-Bacon provision?

Mr. RAMSEY. Yes, sir, I assume that was the basic—

Mr. WILLIAMS. Then we should take that out of the act and that would further expedite the airport program?

Mr. RAMSEY. I believe it would expedite it considerably, either that or provide for the sponsor to go directly to the Labor Department and get the wage rate, because in many States with the highway departments and their accelerated programs they have these establishments, and it is very simple.

Mr. WILLIAMS. And we can save a little time if we just took the wage rate provision out of the act, too?

Mr. RAMSEY. I believe it would, yes, sir.

Mr. WILLIAMS. Would you advocate that?

Mr. RAMSEY. I am not sure I know what I am talking about there. So I don't want to advocate something that I am not sure of.

But I understand the Davis-Bacon Act requires, and my understanding is, the determination of labor rates on all Federal projects under the act.

If that is what causes our problem here, then I am in favor of it.

Mr. WILLIAMS. It also adds to the cost.

Mr. RAMSEY. But I think, gentlemen, from those slides you can see we are faced with a very serious problem and, therefore, we request that the act remain as it is and let us have 2 years' availability of this money.

Mr. HARRIS. As I understand the provisions, they are to give the States an opportunity to start making arrangements for their apportionment under the formula in the act, and that within that year, if they undertake that, why, then the provisions of this section of that act will not apply.

Mr. RAMSEY. Well, to refer to my slides, Mr. Harris, the time involved on 80-some projects, again, in this material that we used was an average of 68 weeks from the time the tentative allocation of the program was announced until such time as these were under grant offer.

Now under the proposal of this bill the program would be announced on January 1, which would give us roughly 18 months to get it under grant. Now, this almost equals 18 months and since this is an average, it is safe to assume that at least half of these projects well exceeded that amount. And this is what concerns us, that the 18 months certainly will be helpful, but we don't feel that it is still enough time, and we don't think this is a serious problem anyhow.

It is in several States, that is true, whose State apportionment has always exceeded their ability to use it, but—

Mr. HARRIS. How many States do you think are in that category?

Mr. RAMSEY. I have a slide that I could show you if you are interested in it.

Mr. HARRIS. Well, these slides do not show in the record.

Mr. RAMSEY. Well, we can provide it, sir. I would have to count them.

I think there are six or eight of them, according to our figures whose State apportionment exceeds their request. Now, we want to make that distinction. There is a difference between the request and the amount of money they receive, because in many instances the amount of money they have requested, even though it is within their State apportionment, is more than they actually received.

And this is one of the problems that we don't understand. This does provide, however, that when the money is recaptured that it goes into the discretionary fund where the present act reapportions it.

We do not object to this procedure. We think that it makes sense. It doesn't make too much sense to do what they are doing now, because this will only help the discretionary States and the way they keep books doesn't help them. So we find no fault with returning the captured fund to the discretionary fund, providing we have it available for 2 years.

Now, section 4: NASAO is in general agreement with this section of the bill which restricts the Administrator from approving projects which do not include provisions for the installation of landing aids determined to be required for the safe use of the airport by aircraft. As to some of our smaller airports, this does not mean that they necessarily will have put these landing aids in at that time, but only at the determination by the Administrator that such aids are necessary for the type of traffic, in which case, we assume, that they would be desirable to the local sponsor also.

Section 5: With regard to this section of the bill, NASAO proposes two amendments:

A. That a fifth category be added, reading \* \* \* "(5) Land necessary for runway clear zones."

B. Eliminate the words—"not to exceed"—therefore, making the last phrase read—"the United States share shall be 75 per centum of the allowable cost of such installation."

The acquisition of required clear zones—which is a public safety rather than an airport operational problem—presents a major prob-

lem for all airport sponsors and additional help in this area is most needed. Therefore, we proposed clear zones.

We also feel that the Federal share of these items should be a full 75 percent and not subject to some lesser amount.

Mr. WILLIAMS. If the local people are willing to put up more than 25 percent why should the Federal Government not be able to save that? After all, it is primarily a local responsibility, you remember.

Mr. RAMSEY. Well, Mr. Chairman, I am only relating here now that there are certain categories within the bill which—

Mr. WILLIAMS. I understand that, but if the local community is willing to put up more than 25 percent of the cost why should the Federal Government not be given enough flexibility to accept?

In other words, if a windfall should happen, why shouldn't they be permitted to accept that windfall and take advantage of it?

Mr. RAMSEY. I see you are referring to my placing it strictly at 75 rather than "not more than 75."

Mr. WILLIAMS. That is right.

Mr. RAMSEY. Well, I suppose it would be all right, however, these are special category items that are of a general safety nature rather than a particularly operational problem of the airport, and we felt that if the Federal Government concluded that these were eligible for 75 percent then it would be better if we knew specifically what that percentage would be rather than being subject to some lesser amount which might mean that some of your money could not go into other needed projects on the airport.

It is, admittedly, a minor point.

And next is section 6: The provisions of this section of the bill are not completely clear to the association.

If it is intended that the airport owner shall furnish such areas of land or water or building rights as may be required for air traffic control, weather, or communications facilities, without any immediate or additional costs to such owner, then we find no fault with this proposal. However, if the amendment intends that the sponsor would be responsible for expending additional moneys to provide such land or water area or building rights, then NASAO objects to such a provision; any costs involved in the development of Federal facilities should be borne entirely by the Federal Government, and this should be clearly spelled out in this amendment, if that is the intent.

Section 7: NASAO does not concur with this section as written, and recommends two changes:

A. That item (1) under subparagraph (b) be changed to read as follows:

The cost of construction of that part of the project intended for use as a revenue producing passenger automobile parking facility.

B. Delete all wording contained in item (2) under subparagraph (b), thus leaving the act as it presently reads.

Our reason for those suggestions is that we feel an airport parking lot is an essential portion of an airport. We fully recognize and fully agree that where these facilities are used to produce revenue they should not be eligible for Federal participation, but we feel that they are essential where they are not intended or would not justify revenue production, and then we think they should be eligible under this act.

We think that the Federal Government could adequately protect

itself by placing it within the special conditions of the grant agreement a prohibition against the charges for such a facility.

Mr. WILLIAMS. How do you reconcile that as a Federal obligation?

Mr. RAMSEY. Well, it is an essential part of the airport, sir, as the entrance road.

Mr. WILLIAMS. I want to get down to the philosophy behind this bill.

Mr. RAMSEY. Yes, sir.

Mr. WILLIAMS. Before we start, I want to take a look at the woods before we look at the trees.

The only basis that the Federal Government's participation in an airport program is to promote interstate commerce, is it not?

That is under the commerce clause of the Constitution.

Mr. RAMSEY. Well, I would say that is one of the reasons yes, sir.

Mr. WILLIAMS. Well, you say "one of the reasons."

What would be any other basis for the expenditure of Federal moneys for the purpose of building airports?

Mr. RAMSEY. Well, promoting interstate commerce is a rather wide field in itself.

I am thinking of the general economy of the country which I suspect would come under your definition of the—

Mr. WILLIAMS. Well, I am going on the assumption, and I think the record shows, that the powers of Congress are limited. The powers of Congress for expenditures is limited and I want to know what the constitutional premise is for Federal participation in airport construction.

Mr. RAMSEY. Well, I am sorry, sir, but I can't answer that.

Mr. WILLIAMS. Well, that question should be answered before we even consider such legislation, should it not?

Mr. RAMSEY. Well, I assume since Congress has done this for the past 14 years there must be adequate basis for this in the present law.

Mr. WILLIAMS. Well, Congress has committed quite a number of sins in the past 14 or 15 years against the Constitution, but the question of whether Congress has done it in the past does not justify its continuance unless it is clearly within the limitations placed upon Congress' power to tax or spend.

Now, as I understand the philosophy behind this is that this is for the purpose of creating a national airport plan or program for the purpose of promoting commerce between and among the States.

Mr. RAMSEY. Yes, sir.

Mr. WILLIAMS. Otherwise, as far as I know, there could be no constitutional premise for it.

Now, that brings us down to the point of where does the local responsibility stop and the Federal responsibility begin.

And when you get into parking lots, I am inclined to think that the providing of parking lots at terminal facilities or revenue-producing facilities and, of course, parking lots, which are not even revenue-producing facilities, should be the responsibility of the local government.

I would like to know where you bring the Federal Government in there as being obligated to provide such parking facilities?

Mr. RAMSEY. Well, sir, only from the standpoint of considering the necessary elements of an airport itself.

This is a necessary element. Now, whether or not this is—

Mr. WILLIAMS. Well, surely, around an airport you have to have policemen to keep the peace and you have to have traffic police.

Mr. RAMSEY. Well, that is not a construction item.

Mr. WILLIAMS. But it is essential.

Mr. RAMSEY. Well, it is not a construction item, I say. It is essential, yes.

Mr. WILLIAMS. Do you have porters?

Mr. RAMSEY. Yes, sir.

Mr. WILLIAMS. You have washroom attendants and others? Those are essential items in the same manner that parking areas would be essential.

You are not suggesting that the Federal Government pay the salaries of those people, are you?

Mr. RAMSEY. No, sir, but I consider those in a different category. Those are operation expenses where these are capital investments in the facility itself.

Perhaps we will run into the same philosophy difference on our second proposal in that we recommend that the act remain as it is as it regards terminal buildings. We think there are certain areas of terminal buildings that are essential not only to the operation of the airport but to the safety of the people, and we suggest that the act be left as it is.

Now, this leaves it to the discretion of the Administrator. He has been a little tough in the past on this but, at least, this is better than having it wiped out altogether. So we have proposed that that reading be deleted in the act and the act left as it is so the Administrator does have the discretion as to what portion of the terminal building, if any, should be included in the act.

We have no further comments as to the bill itself. However, we do have some other suggestions to make relative to the act.

Specifically, we recommend that section 12 of the act be amended by adding the following sentence to the section:

*Provided, however,* That any work proposed beyond the scope of the grant agreement, and having advance approval of the Administrator, may be an eligible project cost when accomplished prior to the execution of an amendment of the grant agreement.

Now, this is similar to the proposal made by Mayor Hartsfield relative to work under a grant agreement. We believe that this will provide necessary flexibility in the act without destroying any of the Federal Government's or the Administrator's control over the work.

Our principal purpose here, as Mayor Hartsfield explained, and also often, or not often, but occasionally, we get into projects when something has changed or that requires a change in the scope of the work that would be eligible for Federal participation and yet the contractor is on the job, and it either means moving ahead immediately without Federal participation or holding up the contractor until such time as the grant agreement can be amended.

All this would do would be to allow the Administrator to give advance approval of this work and amend the grant at a later date. We also recommend amendments to the Act to the extent that work in place or advance construction would be eligible for Federal participation if such work were done with the advance approval of the Administrator.

Again, we anticipate that there would be times that within certain States, eligible projects will have to wait for the availability of Federal funds. We suggest here that if the sponsor follows all of the procedures and receives the approval of the Administrator, that he be allowed to go ahead and the work would be eligible for Federal participation at a later date if funds were available.

Now, in addition to these specific amendments, the association has given serious consideration to additional amendments to this act. Basically, they would cover a change in the formulation of the national airport plan, a change in the apportionment formula, and provide for greater utilization of qualified State aviation agencies.

We are not proposing these specific amendments at this time, however, but it is our intention to come back to Congress in the relatively near future and ask that consideration be given to such recommendations.

In conclusion, Mr. Chairman, we would like to make one specific recommendation about which NASAO members feel very strongly after years of observation and intimate association with the administration of the Federal airport aid program.

We recommend that contractual authorization provisions be retained rather than reverting to annual appropriations, which was the method of funding during the first 9 years of the act.

Now, we have included within our statement a table indicating the serious delays in releases of the program that occurred during the first 9 years of this program.

I think one of the points that was brought out before in the testimony by previous witnesses was the fact that we have under the annual appropriations approached—we do not know what Congress might do about appropriating money. During the first 9 years of the act these appropriations ranged from \$45 million the first year. They dropped to \$32,500,000 the second and went back to \$40 million, and the next to the last year they were down to zero, and the last year \$22 million, and it was almost impossible to plan ahead as to what might be available.

Furthermore, the announcement dates of the programs and the completion of the bills were such that it often substantially ate into the available length of time to utilize this money.

Mr. Chairman, in the interest of obtaining the greatest amount of airport development for the least expenditure of public funds and with the minimum amount of time and effort, we earnestly request that your committee make no change in the present act which provides for contract authorization over a period of years, and we again recommend that the program be extended for a period of not less than 5 years in the amount of \$100 million annually.

I want to thank you sincerely for allowing us this opportunity to make our thoughts known to you and your committee, Mr. Chairman.

Mr. WILLIAMS. Thank you very much, Mr. Ramsey.

Mr. Jarman?

Mr. JARMAN. I have no questions.

Mr. WILLIAMS. Mr. Stagers?

Mr. STAGGERS. I have no questions.

Mr. WILLIAMS. I have no questions. Thank you.

(The full text of Mr. Ramsey's statement is as follows:)

## STATEMENT OF JAMES D. RAMSEY, NATIONAL ASSOCIATION OF STATE AVIATION OFFICIALS

Mr. Chairman and members of the committee, the members of NASAO deeply appreciate the opportunity afforded to comment on H.R. 6580 and H.R. 6608, bills to extend the time for making grants under the provisions of the Federal Airport Act, and wish to highly commend the President and the Members of Congress who have sponsored this very important legislation, with which we are in general agreement.

Thirty States have adopted legislation requiring State approval for Federal aid airport program projects, and 21 States have adopted legislation requiring Federal aid airport funds to be channeled through their State aviation agencies in accordance with the provisions of the Federal airport act. During the past 20 years, over half of the States have appropriated or authorized the expenditure of substantial amounts of funds for airport development, operation, and maintenance. In 1957, the amount reported was \$6,803,000, increasing to \$11,384,000 in 1958, and to approximately \$21,300,000 in 1960. In the State of Illinois alone airport construction from 1945 through 1960 amounted to \$82½ million. Of this total the State has contributed \$22½ million, the local communities \$30 million and the Federal Government \$30 million.

During the past 18 months, directors of aeronautics have spent considerable time reviewing the Federal Airport Act, both as to the need for its extension and its content. We are unanimous in our position that the Federal Airport Act should be extended at this time; and are convinced that failure to extend this act would be completely inconsistent with policy and procedures for providing Federal assistance for other means of transportation. NASAO is also of the opinion that certain amendments or modifications should be made to the act.

NASAO is unalterably committed to the belief that the Nation's airport system is far from complete. As a matter of fact, we believe that the program should be accelerated even beyond the rate proposed in this legislation.

I would like to speak specifically on the amendments proposed in H.R. 6580 and H.R. 6608, and will relate my comments to the sections of these bills.

Section 1: NASAO is in complete agreement with the proposal that the act be amended to require the Administrator to make public by January 1 of each year the proposed program of airport development intended to be undertaken during the forthcoming fiscal year. This would be most helpful in providing leadtime for the local sponsors and would enable them to more efficiently arrange their finances to take advantage of the program.

It is assumed that the authority to revise the program will not affect those project sponsors who are able and willing to meet their responsibility as a partner in the joint undertaking. The record should make this unmistakably clear, in order to assure that those sponsors who have raised the necessary funds, completed surveys, plans, and acquired necessary land, etc., will not be removed arbitrarily from the program.

Section 2: We find very encouraging the fact that this legislation would propose a total of \$75 million annually to be utilized for airport development, which is an increase over the past programs. Nevertheless, we feel that this is an insufficient amount to meet the demonstrated need. As pointed out in the survey previously referred to, there is, or will be, approximately \$588 million available from local and State sources to meet an expressed need of \$1,125 million. Therefore, a need exists for an additional \$537 million over a 4-year period to satisfy the planned airport development costs.

With regard to subparagraph C of section 2, which would provide a special annual authorization of \$7 million to be used for the purpose of developing general aviation airports to relieve congestion at high density airports, we believe this to be a step in the right direction. However, NASAO is of the opinion that more flexibility would be permitted, and a better balanced program would be assured, if (after deducting the amount required for airports in Puerto Rico and the Virgin Islands), 25 percent of the remaining amount were placed in the discretionary fund; 75 percent allocated to the States under the present area-population formula; with 33¼ percent of the latter amount earmarked for general aviation airports, with the proviso that any amount of these funds for general aviation airports for which firm project applications have not been received during the first fiscal year for which authorized, shall become available if required, for other types of projects within the State concerned.

Section 3: With regard to apportionment of funds, discretionary and redistribution, NASAO is strongly opposed to the amendment which would make the State apportionment available for only the year for which it was first authorized to be obligated.

The history of the Federal-aid airport program will substantiate the fact that the amount of time between the Administrator's announcement of the tentative allocation and the actual signing of the grant is such that it would make availability of funds for only 1 year completely impractical.

Section 4: NASAO is in general agreement with this section of the bill which restricts the Administrator from approving projects which do not include provisions for the installation of landing aids determined to be required for the safe use of the airport by aircraft.

Section 5: With regard to this section of the bill, NASAO proposes two amendments:

A. That a fifth category be added, reading: "(5) Land Necessary for Runway Clear Zones."

B. Eliminate the words "not to exceed", therefore making the last phrase read: "the United States share shall be 75 per centum of the allowable cost of such installation."

The acquisition of required clear zones, which is a public safety rather than an airport operational problem, presents a major problem for all airport sponsors, and additional help in this area is most needed. Therefore, we proposed clear zones.

We also feel that the Federal share of these items should be a full 75 percent and not subject to some lesser amount.

Section 6: The provisions of this section of the bill are not completely clear to the association.

If it is intended that the airport owner shall furnish such areas of land or water or building rights as may be required for air traffic control, weather, or communications facilities, without any immediate or additional costs to such owner, then we find no fault with this proposal. However, if the amendment intends that the sponsor would be responsible for expending additional moneys to provide such land or water area or building rights, then NASAO objects to such a provision; any costs involved in the development of Federal facilities should be borne entirely by the Federal Government, and this should be clearly spelled out in this amendment, if that is the intent.

Section 7: NASAO does not concur with this section as written, and recommends two changes:

A. That item (1) under subparagraph (b) be changed to read as follows: "The cost of construction of that part of a project intended for use as a revenue-producing passenger automobile parking facility."

B. Delete all wording contained in item (2) under subparagraph (b), thus leaving the act as it presently reads.

It is our belief that automobile parking lots are an essential portion of any airport, although it is agreed that if such a facility develops revenue for the airport, it should not be considered eligible for Federal participation. There are many airports that provide free parking space and we believe in such instances the facility should be eligible for Federal participation. The Federal Government could be protected by including a condition in the grant agreement prohibiting charges for this facility if it were constructed under the act.

With respect to terminal buildings, NASAO is of the opinion that certain areas of these buildings are essential to public safety and to safe operation of an airport, and should be considered eligible under the act. Therefore, we recommend that the present statutory provision regarding airport building eligibility be retained. This gives the Administrator discretionary authority in this area, and NASAO believes this to be the most equitable way to handle this matter.

The association has no further comments to make on the provisions of the bill as written; however, we do wish to call to the attention of the committee several other amendments to the act which NASAO recommends. Specifically, we recommend that section 12 of the act be amended by adding the following sentence to the section:

*"Provided, however, That any proposed beyond the scope of the grant agreement, and having advance approval of the Administrator, may be an eligible project cost when accomplished prior to the execution of an amendment of the grant agreement."*

This, we believe, would add a great deal of flexibility to the construction of projects under the Federal Airport Act and would provide a more economical and expeditious means of accomplishment unanticipated, but essential, work than is possible under the present procedures. Since such amendment would provide for approval by the Administrator prior to undertaking the work, the Federal Government has ample safeguards.

NASAO also recommends amendment of the act to the extent that work in place or advance construction would be eligible for Federal participation if such work were done with the advance approval of the Administrator. Undoubtedly, there will be many times when all State apportioned funds and discretionary funds have been utilized for a specific fiscal period, and at the same time the Administrator and the sponsors may wish to complete much needed construction that is eligible under the act. This provision would permit the Administrator to approve such projects and they would be eligible for Federal participation at a later date if funds were available.

In addition to these specific amendments, the association has under active consideration additional amendments which we believe would be most beneficial to the program. Basically, they would cover a change in the formulation of the national airport plan, a change in the apportionment formula, and provide for greater utilization of qualified State aviation organizations. We are not proposing specific amendments on these subjects at this time; however, it is our intention to come back to Congress in the relatively near future and ask that consideration be given to such recommendations.

In conclusion, Mr. Chairman, we would like to make one specific recommendation about which NASAO members feel very strongly after years of close observation and intimate association with the administration of the Federal aid airport program. We recommend that contractual authorization provisions be retained, rather than reverting to annual appropriations, which was the method of funding during the first 9 years of the act. Following is a table indicating the serious delays in release of the program during the years appropriations were made on an annual basis, and also during fiscal years 1956 and 1960, when legislation to extend the program had to be enacted.

*Federal aid airport program*

Fiscal year	Appropriations	Date of appropriations bill	Date of release of program
1947	\$45,000,000	July 5, 1946	Jan. 11, 1947
1948	32,500,000	July 9, 1947	Aug. 5, 1947
1949	40,000,000	June 3, 1948	July 3, 1948
1950	39,500,000	July 20, 1949	July 23, 1949
1951	24,200,000	Sept. 6, 1950	Nov. 8, 1950
1952	18,700,000	Oct. 22, 1951	Nov. 1, 1951
1953	14,321,154	July 10, 1952	July 29, 1952
1954	0		
1955	22,000,000	Aug. 26, 1954	Oct. 5, 1954
1956	63,000,000	Aug. 3, 1955 <sup>1</sup>	Feb. 9, 1956
1957	63,000,000		June 12, 1956
1958	63,000,000		Apr. 2, 1957
1959	63,000,000		Mar. 21, 1958
1960	63,000,000	June 29, 1959 <sup>1</sup>	Nov. 13, 1959
1961	63,000,000		Mar. 4, 1960

<sup>1</sup> Authorization.

From the above table, it is evident that only once during the first 9 years, when the "annual appropriations" method of funding was utilized, was the necessary congressional and Presidential action on appropriations bills completed prior to July 1; and in only 3 of the 9 years was the program released to the States and local communities by the CAA during July, the first month of the fiscal year for which the money was authorized.

In approving legislation which became Public Law 211, the Congress recognized the shortcomings of annual appropriations and very wisely provided for contract authorization over a 4-year period. However, it is interesting to note that this legislation, which authorized funds for fiscal 1956, did not receive final approval until August 3, 1955—the second month of the fiscal year—and the program was not released until February 9 of the following year—over 7 months after the beginning of the fiscal year.

In 1959, when the act was again extended, the legislation was completed on June 29; however, the program was not released until the following November 13, a period of 4½ months after the beginning of the fiscal year.

This timing has many implications. For example, the benefit of summer-fall construction weather is often lost in the Northern States, where winter rains, snow, and freezing slow up all heavy construction for long periods of time, or discontinue it entirely.

It requires many months of planning, engineering, and large-scale financing to construct an airport. Without specific knowledge as to the amount of Federal funds that will be available, State legislatures hesitate to appropriate, and counties and cities are normally reluctant to approve bond issues or agree to tax assessments required to finance the construction of airports to standards of safety and efficiency necessary to meet the requirements of the national airport system.

Mr. Chairman, in the interest of obtaining the greatest amount of airport development for the least expenditure of public funds, and with the minimum amount of time and effort, we earnestly request that your committee make no change in the present act which provides for contract authorization over a period of years; and we again recommend that the program be extended for a period of not less than 5 years.

Thank you for the time you have provided me to present NASAO's recommendations and views regarding this very important legislation.

(The following letter was later received from the Department of Labor:)

DEPARTMENT OF LABOR,  
OFFICE OF THE SOLICITOR,  
Washington, May 23, 1961.

HON. JOHN BELL WILLIAMS,  
Chairman, Subcommittee on Transportation and Aeronautics,  
House of Representatives,  
Washington, D.C.

DEAR CONGRESSMAN WILLIAMS: I understand that at a recent meeting of a subcommittee of the Interstate and Foreign Commerce Committee, over which you presided, testimony was given by a member of the Michigan State Aeronautics Board to the effect that delays had occurred in construction of certain projects undertaken under the provisions of the Federal Airport Act, as amended, due to the time expended in requesting and receiving wage determinations. I would like to set the record straight on this point.

As you know, section 1114 of the act provides, in essence, that all construction contracts, in excess of \$2,000, for work on approved projects, shall contain wage rates to be determined by the Secretary of Labor as the minimums payable to laborers and mechanics employed in the work. I am told that the board member described the wage determination process as being rather tedious and time consuming, and outlined a number of steps required to be taken before a decision could be issued and received by the project sponsor.

Actually, the procedure is rather simple. The sponsor of the project sends the request for decision to the district engineer of the Federal Airports Authority, who transmits it to his Washington office, from where it is brought to us by messenger. This Office, during the last fiscal year, processed more than 40,000 wage determinations, more than double the number issued as recently as fiscal 1956, and a study has shown that the average time elapsing between receipt of the request and issuance of the determination has been about 2 weeks. In view of the fact that this Department's regulations, part 5, section 5.3, provide that requests be initiated at least 30 calendar days before advertisement of the specifications or the beginning of the negotiations for the contract for which the determination is sought, I cannot agree that delays in construction may be attributed, in any measurable extent, to the exercise of our wage determination responsibilities. In fact, in many cases of emergency we have issued determinations to the Federal Aviation Agency on the same day that the request was received, and have been informally commended by officials of that Agency a number of times on the expeditious action generally taken on its requests.

I thought that you might like to have this information for the record, and if I may be of service at any time, please let me know.

Yours sincerely,

CHARLES DONAHUE, *Solicitor of Labor.*

Mr. WILLIAMS. Mr. Hartranft, I am sure that Mr. Ramsey appreciates your kindness in permitting him to present his program as he has planned, but it looks like it has worked a hardship on you.

It is 12 o'clock now and we are expecting a quorum call shortly after the House meets, and I doubt that we will have over 5 or 10 minutes at the most to sit.

Would you prefer to wait until tomorrow morning?

Mr. HARTRANFT. I will make it your pleasure. We were very happy to yield to Mr. Ramsey.

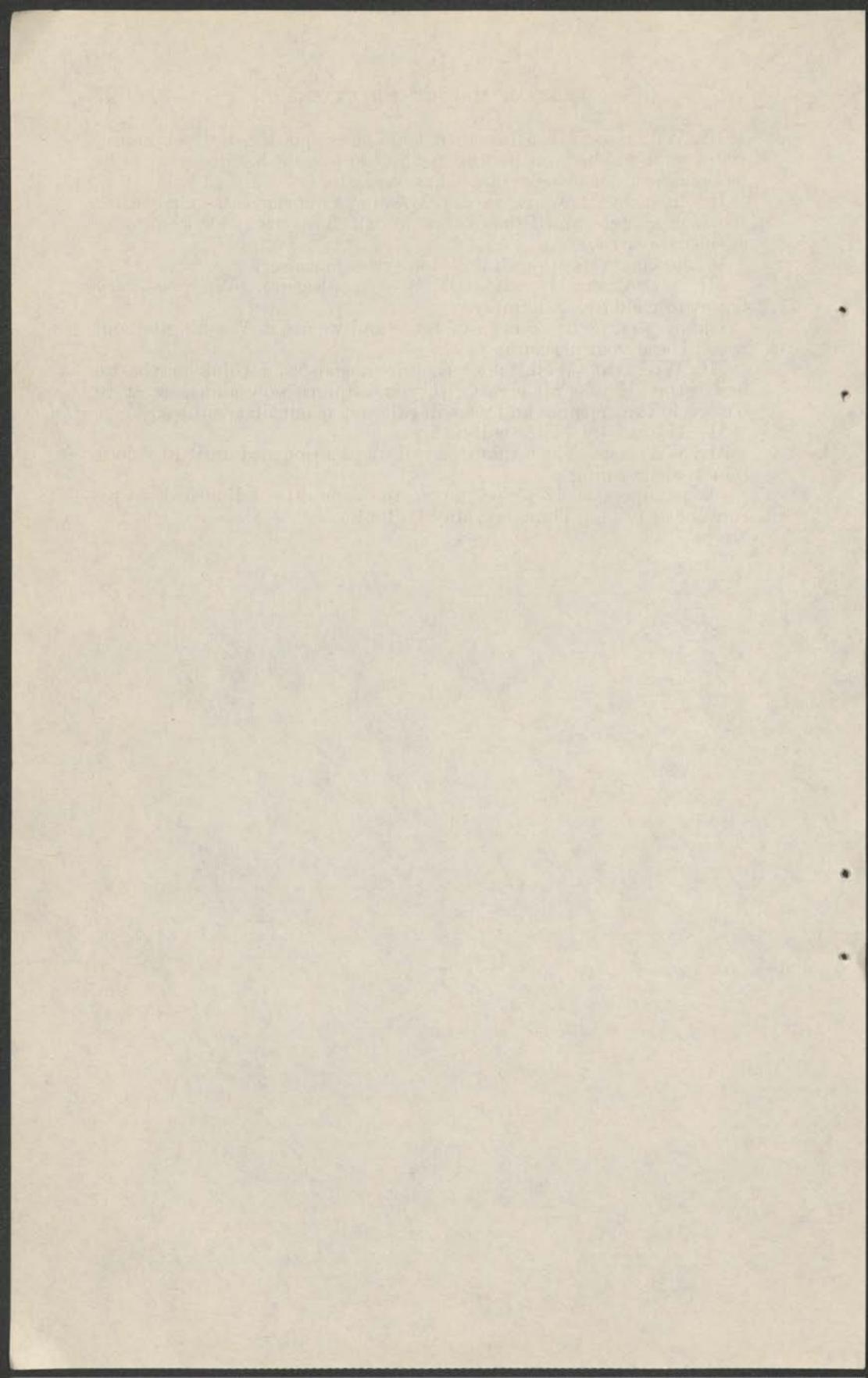
I know that he has come a distance and we are in Washington and we will be at your pleasure.

Mr. WILLIAMS. Well, under the circumstances, I think maybe we had better, if it is all right with you, adjourn now and meet at 10 o'clock in the morning and we will call you as our first witness.

Mr. HARTRANFT. That will be fine.

Mr. WILLIAMS. The committee will stand adjourned until 10 o'clock tomorrow morning.

(Whereupon, at 12 o'clock noon, the committee adjourned, to reconvene at 10 a.m., Thursday, May 11, 1961.)



## FEDERAL AIRPORT AID EXTENSION

THURSDAY, MAY 11, 1961

HOUSE OF REPRESENTATIVES,  
SUBCOMMITTEE ON TRANSPORTATION  
AND AERONAUTICS,  
COMMITTEE ON INTERSTATE AND FOREIGN COMMERCE,  
*Washington, D.C.*

The subcommittee met, pursuant to recess, at 10 a.m., in room 1334, New House Office Building, Hon. John Bell Williams (chairman of the subcommittee) presiding.

Mr. WILLIAMS. The subcommittee will come to order, please.

Our first witness this morning is Mr. Clarence Sayen, president of the Air Line Pilots Association.

Mr. Sayen, I believe you have a prepared statement that you would like to have included in full in the record. I believe you indicated to me that you would like to give us just a brief outline of what you have in your statement; is that right?

### STATEMENT OF CLARENCE SAYEN, PRESIDENT, AIR LINE PILOTS ASSOCIATION, CHICAGO, ILL.; ACCOMPANIED BY CAPT. JOHN C. CARROLL, FIRST VICE PRESIDENT, AIR LINE PILOTS ASSOCIATION

Mr. SAYEN. Yes, Mr. Chairman.

There is a 25- or 30-page statement we would like to have included in the record, but I believe that in about 4 or 5 minutes of the committee's time we can point out for the committee the most important points we would like to stress.

Mr. WILLIAMS. The committee will be very happy to accept your full statement for inclusion in the record.

Mr. SAYEN. Thank you, Mr. Chairman.

You have had some excellent testimony before this committee prior to our testimony, and I think many of the points we shall cover in our statement have been covered very well by previous witnesses, so I think we can save some of your time by pointing out some of these areas and making four or five points we consider essential to this legislation.

Before I start, we would like to express our appreciation to the committee for the very prompt hearings being given to what we consider one of the most critical problems, probably, in aviation today. The Federal Government has the primary and exclusive jurisdiction over airspace and the responsibility for providing the airway system in this country.

Our opinion, as expressed in our paper, has always been that the airway system and the airport system are inseparable, and that there

is no use making vast investments in a Federal airway system unless the airport system is also kept up with it. We feel the problems of airspace management, coupled with the airport problem, is probably the most critical—not only safety, but economic problem, facing aviation today.

As our paper attempts to indicate by some estimates we have tried to make, some studies we have tried to make, probably if we could do away with much of the waste that is being produced or that is resulting from the inadequacies of the airport system today, we can change some of the rather dismal economic picture that is facing commercial aviation today.

Our problem in the airport system, as the pilots see it, is that the airport system has never really caught up with the development of the aircraft. As the pilots have characterized it, by the time the airport system began to catch up with the DC-3, we were flying the DC-6, and by the time the airport system began to catch up with the DC-6, we were flying jets.

We are going into a period in aviation right now where we might have an opportunity to catch up, because the present family of aircraft, the jets, now in larger cities and moving into smaller cities, and private aviation, now moving into greater private operation—these aircraft may give us one of the first periods of stability in size and speed of aircraft we have had in years.

These aircraft will be used, perhaps, for the next 10 or 15 years.

While the facilities are way behind the aircraft at the present time, if we go ahead with an aggressive program of airport system, we may have an opportunity to catch up. Then as we move into the supersonic age 10 years from now, hopefully, those aircraft can be designed to operate within the present airport facilities that would be developed within the next 10 year period.

I would like to direct the attention of the committee to pages 10 and 11, I believe it is, of our statement where we compare the expenditures that have been made for the airport system of the country of Federal funds over the past 10 years, as compared to the expenditures that have been made for Federal aid to highways. While we have had some greater amount appropriated and authorized for Federal aid to airports in recent years, I think we have to look at the record spread over the last 10 years.

If you average out the Federal aid to airports of the last 10 years, it averages \$28.5 million a year. We all know that \$28.5 million today will not build one airport of any adequacy.

To go over, on the other hand, and look at Federal aid to highways, in which we pay on a 90-10 basis, we find \$3.5 to \$4 billion a year going into Federal highways. The aviation system of this country today is not a luxury means of transportation. It is the biggest single means of intercity travel, larger than buses, larger than railroads. We feel very frankly that the Federal Government has neglected its responsibility.

In 1959, we built the equivalent of 70,000 miles of single-lane highways with Federal funds, 90-10. But we have to create practically a national emergency to get another thousand feet of concrete on an airport, where we need it very badly. We just do not feel that the situation squares.

Now, recognizing several years ago, the pilots recognizing through our organization that this was rapidly becoming one of the critical problems in aviation in this country, we set about examining this problem on an airport-by-airport basis, and starting out on page 9 of our statement, and in the attachments to the statement, we point out this airport survey that has been made by the Air Line Pilots Association. We concluded several years ago that the only way our contribution to the solution to this problem could be made would be not only to lend what assistance we could to get a larger recognition by the Federal Government of the seriousness of the problem, but to work on it on a community-by-community basis.

We set out to survey the 569 airports of the United States into which the Civil Aeronautics Board has certificated air service. We show in our statement what conclusions we have been able to reach as a result of about 50 percent of that survey now having been completed.

But the major conclusion I want to point out is that we came to the conclusion that the major stumbling block to the improvement of our airports lay in the financing. It is not a question of research; it is not a question of new techniques, new methods; it is simply a question of financing. It is simply a question of applying known techniques to buying the hardware that is already developed. This is our conclusion.

We hope that the committee will take the time to examine the charts which we have attached to the statement, and the analysis we have tried to show of just where the deficiencies lie.

We were interested to note that our conclusions as to the need for financing were very closely allied, came out much the same as the conclusions of the Federal Aviation Agency, the Airport Operators Council, the American Association of Air Port Executives, and other groups who have made similar surveys.

Now, we tried to point out in our statement also that serious safety problems have been arising from the airport deficiencies. As a matter of fact, we are operating our new transport aircraft at higher minimums—that is, higher ceilings and visibility minimums—than we were operating our aircraft 10 years ago. Many of these airports in this country have become, with the growth in size and speed of aircraft, single-runway airports. There is only one major airport we can use for most of our big planes in our major cities. If there is a crash, for all practical purposes, the air transportation services of that city are closed.

We point out in our statement, for example, that an aircraft ran off a runway some time ago, and that airport was closed for 52 hours. This means that all air transportation to that city was closed off—this is the largest city in the United States—closed off for 52 hours because one single runway was blocked off. Thousands and thousands of people inconvenienced and, of course, large economic cost to everyone involved.

We tried to detail in our statement some of the things we think need to be done directly. We are delighted that attention is being given in this bill to installation of lighting and approach facilities.

Those facilities will enable us to give more safe transportation; that is, tying the visual aids, in the airports to the terminal airway systems for approaches and departures.

We are a little concerned that \$75 million a year may not do this job. Our estimates would show that we would come closer to doing the job with \$100 million a year for the next 5 years. However, the orientation of the expenditures in the bill will go toward providing the things we feel we need very badly; that is, the airport features themselves, as distinguished from the terminal facilities, and so forth.

Mr. Chairman, I think these are the main points we have tried to stress in our statement. In summary, we have tried to point the cost to just airline operation of the continued deficiencies of the airport system and the airway system and we believe that prompt action now on a realistic airport bill will be an investment in this industry which will pay off in the future. If we had made some of this investment 10 years ago, we might have lower fares for air travel or we might have a better profit picture in the industry. Much of our money at the present time in the industry is going into waste, delays, interruptions, unnecessary flying in order to get on course, this sort of thing. So a movement now would be an investment, we think.

Mr. Chairman, those are the main points. We appreciate the opportunity to appear, and we hope that prompt action will be taken on this important legislation.

Mr. WILLIAMS. Thank you very much, Mr. Sayen.

I was much interested to note that the airline pilots have made their own survey of the airport needs. Yesterday, the American Municipal Association indicated that they had made their own survey. The Federal Aviation Agency has made its survey. Everybody seems to have an airport plan. The committee is going to be rather up against it to try to figure whose plan to follow.

Mr. Friedel?

Mr. FRIEDEL. I want to ask a few questions on your attachment D. You mention sequenced flashing lights. You also mention runway identifier lights and visual glide slope indicators.

We saw that demonstration at Atlantic City Airport. What is your feeling about these facilities for safety, or the pilots' feeling, and do you know how many airports have such full protection?

Mr. SAYEN. Well, we have a few airports in this country now that have almost a complete lighting installation—Idlewild, Newark—that is on some of their runways. We feel, of course, that this is an essential part of the airway system; the terminal system, the airport system; one has to blend into the other. Unless you have these facilities, we simply back up our traffic in bad weather. They are essential to continued smooth operation, safe operation in adverse weather conditions. One part of the system is important to the other parts of the system.

Now, taking these separately, for example, Captain Carroll has brought to my attention here the visual glide slope indicators. We do not actually have any installed at the present time, but we think it is an exceedingly important part of our system. It is important to prevent undershoots at airports; it is important to get consistent approaches, and, of course, it is very helpful in connection with problems like the noise problem.

Mr. FRIEDEL. Do you think it would be safer to land in bad weather with this glide slope indicator?

Mr. SAYEN. The visual glide slope is not used, necessarily, in adverse weather conditions. In those conditions, we use the ILS in combination with the approach lighting system and threshold lighting and runway lighting, and all the other things you need to go with it. So you have instrument guidance down to the point where you take over visually, and then you have visual down to the point where you finally get the airplane stopped on the runway. These are things we do not have in most of our airports in the country at the present time. They are things that have been developed and are available and can be installed. It is a question of financing. We have standards for most of these things at the present time. It is a few of the things on which the national technical standard order, as we call it, has not been finalized. But these are in the process and will be finalized shortly.

Mr. FRIEDEL. I saw this in operation. I thought it was very helpful to the pilot and safer for the passengers in the plane. I would like to see every airfield equipped that way. I heartily concur with your viewpoint.

That is all, Mr. Chairman.

Mr. WILLIAMS. Mr. Harris?

Mr. HARRIS. No, I do not think so, except I am glad to have gotten here in time to hear at least part of your statement, Mr. Sayen, and I have had occasion to look over your complete statement, which I assume will be in the record.

Mr. WILLIAMS. Yes, it will be included in the record.

Mr. HARRIS. We are glad to have the benefit of your statement and the information provided.

Mr. Williams mentioned something about the survey. Does your airport survey differ materially from the others?

Mr. WILLIAMS. I believe yours includes only the airports where you have carrier operation?

Mr. SAYEN. Yes, our survey was confined to the 569 airports in this country into which the CAB has certificated scheduled air service. At the present time we have completed a little better than half of this survey. The survey is done by our safety people—our pilots—who serve as our safety people actually going to the airport with the airport management and surveying facilities that are available and so forth. Most of the survey is objective; some of it is necessarily subjective and evaluation of what we think the facilities are. We have tried to summarize for you here the situation as we find it from that portion of the survey.

Mr. HARRIS. Then you try to deal with the problems of needed facilities at given airports instead of estimating the cost that might be involved.

Mr. SAYEN. Yes, we have done both. We have tried also to make an estimate of cost, and some of the details are given in the paper of what it would take to bring the major airports, the airports into which motion of the transportation flows, up to standards that have been announced, and to bring some of the smaller airports up to a somewhat lesser standard.

Our cost estimates run very close to those that have been announced by the groups. I think everybody comes into this \$1.1 billion figure over the next 5 years. Everybody falls somewhat into this area, and ours does, too.

But this does not bring 569 airports and the others up to what would be an optimum standard for a major hub airport. But it will go a long way toward bringing some of the present facilities up. It also does not include, in our view, any new airports.

As you know, we are going to have to develop quite a few new airports in this country to try to keep up with transportation growth.

Mr. HARRIS. It is not necessary, and I do not want to take the time to do it, but I would like to call your attention to the fact that your average of Federal aid to airports—that is the average over the last 10 years—does not quite give the actual story of what happened.

We all know that in 1951, we did not have much of a budget. In 1952, we had a smaller budget than in 1951; in 1951 it was \$20 million, I think, and in 1952, about \$15 million; in 1953 it was about \$9 million. In 1953 the Department did not ask anything, so that in the 1954 fiscal year we did not have any appropriation.

So that, in 1955, when the Congress adopted the contact authority procedure, you did not have much, because you did not have a program in time for it. So, consequently, you have used 4 lean years out of the 10, which brings the average way down, because in the last 5 or 6 years, it shows a different picture.

I just merely wanted to call that to your attention.

Mr. SAYEN. Yes, we recognize this, and the point we are trying to make in connection with it is this: Some people think that because we have had appropriations for airway facilities and for airport aid in the last 3 or 4 years, this should handle the problem. But they overlook the fact that we have a tremendous catching-up process to do. Back through the years, when we did not have these appropriations, this was the most rapid growth in transportation.

Mr. HARRIS. I do not quarrel with that at all; in fact, I agree with it. But, on the other hand, I would not want to give the impression that the last 4 or 5 years has been anything comparable to the preceding 4 or 5 years.

Mr. SAYEN. Yes.

Mr. WILLIAMS. Mr. Sayen, your survey shows it will take \$100 million a year for the next 5 years to accomplish what should be accomplished. Does that take into account contemplated aid for terminal construction?

Mr. SAYEN. No.

Mr. WILLIAMS. In other words, you feel that \$100 million per year could be used exclusively for extending runways or placing safety devices, lighting and other facilities which are used exclusively for the actual operation end of the airport?

Mr. SAYEN. Yes, sir.

Mr. WILLIAMS. Does that contemplate Federal aid to that part of the terminal in which some of these facilities might be installed, such as control towers and so on?

Mr. SAYEN. No. As we understand the present legislation, of course, this will come out of the airport budget, not the overall budget. This will make more money available for the safety facilities. I think this is excellent. But what we are saying is we are rather skeptical that \$75 million a year in itself will bring our airports up to where they should be.

Mr. WILLIAMS. Do I take it your interest is not so much in the terminals, but in the operation part?

Mr. SAYEN. Yes, that has been our position for quite a few years. We feel that the airport itself, the actual runways, the approaches to the airports, the lighting systems, the overruns, the underruns, the runway lighting—all of these things which are safety items, the items we have to use to get the airplanes from one ramp to the other ramp, this is part of the airway system, and this is the part we feel the Federal Government's interest is primary in.

Mr. WILLIAMS. That is simply placing first things first, is it not?

Mr. SAYEN. That is right, and keeping people warm and dry after that is not really our basic problem. Our problem is to get them from here to there.

Mr. WILLIAMS. Mr. Jarman, do you have any questions?

Mr. JARMAN. No, I have nothing.

Mr. WILLIAMS. Thank you very much, Mr. Sayen.

Mr. SAYEN. Thank you.

(The complete statement of Mr. Sayen is as follows:)

STATEMENT OF CLARENCE N. SAYEN, PRESIDENT, AIR LINE PILOTS ASSOCIATION,  
INTERNATIONAL

We are here today representing the Air Line Pilots Association, International.

To give the committee members some idea of the background from which our opinions emanate, we have attached to this statement a brief description of my qualifications and of the Air Line Pilots Association's organization for safety.

No one has a keener interest in safety matters than do the individuals who operate our air transport aircraft. Further, we recognize the fact that the aviation industry is unique in that it is almost completely dependent upon the Federal and municipal governments to provide facilities for the operation of these aircraft. Consequently, we feel that substantial contributions to aviation safety can result from congressional interest and we, of course, feel that we have a definite responsibility to bring such matters to the attention of the Government in order that we may perform our job with the degree of safety expected of us.

Basically our problem is to move aircraft safely and efficiently from the ramp of a departure airport to the ramp of the destination airport. Most of the facilities necessary to such movement are the responsibility of the Federal Government, either directly or by regulation. We have previously stressed air traffic control and navigational problems to you. There is not much logic however, in building an efficient air traffic system between two airports and leaving a bottleneck at both ends. Consequently, along with the urgent airways problem, we will emphasize today the great need for assistance in providing adequate airport and terminal area facilities.

BACKGROUND OF THE FEDERAL AIRPORT AID PROGRAM

The national airport plan in its amended forms has been in operation continuously since 1947, when Congress passed Public Law 377 at the 79th Congress which provided for the Federal airport aid program.

The purpose of the national airport plan has been to assist in providing a system of airports to adequately serve commercial and private aviation needs of the country and to provide for an immediate increase in the military air facilities in an emergency. Through Federal airport aid airport improvement projects have been expedited which otherwise would have been impossible, and these improvements have enabled the aviation industry to grow and develop and to better serve the public interest.

An example of the extensive effect of Federal airport aid, is evident from a press release of the FAA on March 4, 1960, stating that, in fiscal year 1961, 187 commercial airports and 127 general aviation airports are scheduled to receive almost \$59 million in matching funds. This requires the local communities to provide at least \$6.1 million for land, \$24.1 million for runways, \$21.2 million for taxiways and aprons, \$3 million for lighting, \$2 million for control towers, \$1.5 million for clearance and obstruction removal and \$0.8 million for marking, fencing, roads, etc.

Further indication of the usefulness of this program is shown by FAA and industry airport planning as revealed in the FAA national airport plan for fiscal years 1962-66. Many additional millions of dollars are required and will be available through the local financing for nonsafety airport construction items such as terminal buildings. The Federal airport aid program also encourages the expenditures of local funds on safety priority items where matching funds are permitted. It is interesting to note that in 1950 the national airport plan estimated funds just short of a billion dollars would be needed in a 3-year period. In the 1959 program just over a billion dollars is estimated to be needed for airport construction projects for a similar 3-year period. Yet, in the last 10 years there have been only \$285 million (\$28.5 million a year average) spent on airport aid.

#### THE NEED FOR THE EXTENSION OF A FEDERAL AIRPORT AID STATUTE

The airways system of the United States is a Federal responsibility. An adequate airport system is indispensable as part of the airways system. One cannot function without the other.

Throughout the development of the airline industry, pilots have felt that airport construction and airports' facilities have always been one lap behind aircraft development. Each new fleet of large transport aircraft has required longer runways, better lighting, additional safety factors and improved service facilities, including air traffic control (ATC), to fully take advantage of the performance built into the aircraft. This requires additional planning, time and money to obtain. The problem is not as simple as merely requiring one standard universally applied throughout the country. Far from it. Even the same aircraft require different facilities and runway length dependent on the stage length of trips, prevailing weather conditions, airport altitude, traffic density, and numerous other factors. However, there are basic common needs for all aircraft operation to provide the best possible service at the highest possible level of safety.

Only 2 years were required for jet aircraft to become the accepted method of medium and long-distance travel. More than 200 large jet transports have been placed in service in scheduled air carrier operations since the inauguration of service late in 1958. Based on forecast deliveries, more than 300 turbo-jet airliners will be in domestic service by the end of 1961. More are in design and on order. Airport facilities which even previously has not kept pace with the rapid growth of commercial aviation, were rendered further obsolescent by the advent of the jet transports.

Larger transport aircraft are being placed in service by our local service carriers and corporate and private aircraft operators. This development places strain on our airport and terminal area facilities.

#### AIRPORT ADEQUACY VERSUS ECONOMICS AND SAFETY

The value of an airport to a community is dependent on many factors. One of the most important concerns runways. Below are three areas in which runway adequacy has an economic and safety effect on airport value:

- I. Lack of runway length restricts the amount of payload and fuel that can be carried due to compliance with regulations necessary for an acceptable level of safety, thereby reducing airport revenue potential;
- II. Lack of more than one adequate runway for continued operations can and has caused an airport to be closed for an extended period of time; and
- III. Lack of airport safety standards has resulted in fatal and nonfatal accidents on or near the runway causing expenses not only to the carrier involved but to other carriers.

Let's enlarge on the foregoing through the following examples:

To comply with the performance regulations at maximum gross weight a large twin engine piston transport requires a minimum runway length of 4,700 feet at sea level, zero runway gradient, zero wind, and standard temperature (59° F.).

When the runway is 500 feet shorter than needed for a full load, a weight penalty of 2,400 pounds occurs, since each foot of runway length is equal to approximately 5 pounds of useful load.

A large 4 engine (piston) transport, to comply with the performance regulations at maximum gross weight, requires a minimum runway length of 6,700

feet at sea level, zero runway gradient, zero wind, and standard temperature (59° F.).

When the runway is 500 feet shorter than needed for a full load, a weight penalty of 4,000 pounds occurs, since each foot of runway length is equal to approximately 8 pounds of useful load.

A large four-engine turbine transport, to comply with the performance regulations at maximum gross weight, requires a minimum runway length of 10,200 feet at sea level, zero runway gradient, zero wind, and standard temperature (59° F.).

When the runway is 500 feet shorter than needed for a full load, a weight penalty of 5,000 pounds occurs, since each foot of runway length is equal to approximately 10 pounds.

In addition to the preceding penalties, which relate only to inadequate runway length, as you know, load limitations are imposed by temperature accountability when the runway is not long enough to meet safety requirements.

In addition to economic benefits, however, longer runways would also increase the safety and efficiency of operations. Computations of runway length requirements do not include all operational variables. Pilots, therefore, would prefer margins over the maximum gross takeoff or landing when any of these variables are likely to be present. However, with larger aircraft requiring progressively longer runways, more of our takeoffs and landings will be of this type. (This may help explain why pilots have been so adamantly opposed to allowing credit for reverse thrust as part of landing or takeoff distance requirements.)

Another problem which sometimes plagues the efficiency and economy of aircraft operations is the lack of more than one adequate runway on an airport. Closing an airport not only adversely affects the economy and efficiency of the air carriers, but also reduces the income of the airport and causes inconvenience to the air traveler.

As you know, the lack of more than one adequate runway can cause closing the airport for at least the following reasons:

- (1) Runway repairs.
- (2) Snow removal or treating an icy surface.
- (3) Runway marking.

There is no avoiding the above items. They have to be done. When there is only one runway, obviously it has to be closed if any one of the above needs attention. High density traffic airports are, of course, hardest hit at these times.

When highways are closed, detours are provided. To provide continued air service into an airport, more than one adequate runway must be provided. In addition, of course, multiple runways increase the number of aircraft movements the airport can handle. This is vital in our rapidly growing industry and critical to the successful operation of our airways system. There is not much purpose in increasing the capacity of the airways system and leaving a bottleneck at both ends due to inadequate airport facilities.

#### RECURRING ACCIDENTS ON AIRPORTS

Accidents occur year after year due to soft shoulders on the sides of runways and inadequate underruns or overruns. Accidents of this type are—

- (1) Underrun type accidents where the airplane has contacted the surface prior to reaching the paved approach end of the runway.
- (2) Overrun type accidents where the airplane rolls beyond the prepared runway surface, and
- (3) Loss of directional control where it is not possible for the pilot to maintain a straight course down the centerline of the runway.

Examples of the above types of accidents are as follows:

On June 14, 1960, a DC-8, while experiencing unsymmetrical reverse thrust, veered off the runway, received nose wheel damage, and by protruding over the runway, caused the instrument runway to be closed for 17 hours. Closing the runway for this time period occurred during instrument weather conditions and, therefore, affected air traffic and air carrier operations in the entire metropolitan area. Thousands of passengers were effected, the air carriers lost thousands of dollars, a \$6-million airplane was damaged and out of service for several weeks. A compacted surface along the runways as shown in our attached drawings might have made the difference.

On February 7, 1961, a similar accident occurred. This time the airport was closed 52 hours to jet operations. This type accident will continue to occur unless the sides of our runways are compacted similar to the shoulders of our highways.

Another underrun-type accident occurred on February 25, 1961, when a large jet airliner landed 18 feet short of the paved runway surface and received severe damage from a sharp 1-foot rise at the approach end of the runway. This accident closed the runway for an extended period of time, and other \$6-million airliner was out of service for several weeks.

An underrun-type accident occurred on March 26, 1961. Another large jet airliner landed just short of a runway on an access road. Damage to the aircraft was caused because drainage ditches to the side of the roadway were not graded to allow smooth runoff to the runway.

On January 19, 1961, an overrun-type accident occurred which resulted in total destruction of the \$6-million airliner and loss of four lives. The aircraft came to rest 630 feet beyond the end of the runway.

Within less than 3 months in 1961 we already have had four major accidents in the airport vicinity.

#### AIR LINE PILOTS ASSOCIATION'S AIRPORT SURVEY

My association reached the conclusion several years ago that the airport problem, along with the airways problem, was probably the most critical facing aviation. The system was simply not keeping up with the demands on it. We also concluded that the solution lay in an accelerated joint Federal-local community effort.

In an effort to establish our requirements in concrete terms, for all operations, the Air Line Pilots Association inaugurated a program in 1959 to survey the 569 airports in the United States into which airline service had been certificated by the Civil Aeronautics Board. It was felt that proper determination of the areas of greatest deficiency would enable us to be more helpful in seeking improvements. The objectives of the survey were to—

- (1) Determine where airport inadequacies exist;
- (2) Determine what can be done to correct these inadequacies;
- (3) Assist local airport management to incorporate desirable features into the airport improvement schedule.

Generally speaking, our data was collected by ALPA safety representatives in the field. This was made possible through the fine cooperation of airport management. Initial surveys have been followed by efforts to maintain liaison with airport operators and assist in expediting installation of improved airport facilities. We have thus been able to improve communication to the point where we receive constant requests for information from airport executives for the pilot's views on terminal facility requirements. Our conclusion has been that financing is the major stumbling block to improvement.

Although our airport survey is not yet complete, the information currently available provides an important yardstick of the deficiency of airport development on a nationwide basis, and the extent of remedial action required to improve our terminal facilities to the desired standard.

We have attached for general information, as appendix C, a copy of the statistics currently available. These statistics are based on reports from 257 airport survey forms, tabulated and analyzed as of January 1, 1961. It is interesting to note the similarity between our findings and a report recently issued by the Airport Operators Council and the National Association of State Aviation Officials. This report indicates almost one-half of our publicly owned airports need immediate improvement or expansion. Cost estimate was \$1.1 billion for the next 4 years. Under the matching-funds formula, it would be necessary that one-half of this amount be appropriated by the Federal Government. The FAA in their 1961 National Airport plan estimates \$1.1 billion will be needed in the next 5 years.

The association's study, which did not include needed new airport development, indicates that an amount of money approximating \$100 million must be appropriated by the Federal Government each year for the next 5-year period in order to provide adequate airport facilities for our present aircraft.

We are pleased to see that the House bill, H.R. 6580, proposed at least \$75-million Federal aid per year for 5 years for all U.S. airports.

A review of Federal aid to airport appropriations and expenditures for the last 10 years shows that the average Federal aid to airports over the past 10 years has been at a rate of \$28½ million per year. This is approximately

10 percent of the total projected cost of Dulles Airport. Contrast this with \$3,223 billion<sup>1</sup> spent last year in the Federal-aid-to-highways program and the firm assurance given for billions of dollars (\$26.6 billion spread over the fiscal years 1957-69)<sup>1</sup> to build future Federal highways.

We can complete "\$3,589 miles of four-lane highway and 184 miles of six lanes or more"<sup>1</sup> (the equivalent of 71,336 miles of single-lane construction) per year but it requires practically a national emergency to secure another 1,000 feet of concrete for an airport runway. When we can have a \$4-billion road-building program, 50 percent federally financed, a \$75 million or more airport aid bill is certainly not unreasonable.

In addition to the foregoing specific financial requirements with respect to improving airports themselves, we have the additional matter of providing navigation, communication, and terminal area landing aids, the need for which was so graphically described by the 1960 accident record.

Some people have a tendency to be complacent about this very serious problem; probably because appropriations in recent years have been substantially in excess of those for years past. We believe this is a very dangerous view. While appropriations in recent years have been of substantial improvement, we ask that you examine the record for the past 10 years and it will not be difficult to understand why we have fallen so far behind. A review of the appropriations and expenditures for the establishment of air navigation facilities for the years 1950 through 1959 shows that the average expenditure for the establishment of air navigation facilities over the past 10 years has been \$27 million per year. In our view, this demonstrates shocking neglect when you consider that the Federal Government has assumed the entire responsibility in this area and that 75 percent (from March 1959 *Le Monde Economique*) of the total revenue passenger miles flown in the entire world are flown by U.S. air carriers.

The current Administrator recognized that aviation has been neglected. When being sworn in for his job, he supplied the Congress with the following:

"We as a nation neglected the national aviation system until very recently.

"We did not give it the tax money that was needed, and we are just about now reaping the detriment of neglect."

Mr. Halaby is cognizant that we must catch up.

Mr. Halaby further stated that if we had spent more money for aviation needs 10 years ago we would not have to spend so much now. Obviously, this also holds true for the next 10 years as far as costs are concerned. In our view, expediting installation of airport facilities and terminal area facilities is an investment in the future that will save money as well as improve safety and efficiency.

#### ECONOMIC JUSTIFICATION FOR TERMINAL AREA FACILITIES

Fifteen years ago, in the days of the DC-3, a canceled, delayed, or diverted flight affected at most only 21 passengers. The cost of operating this aircraft was about \$100 per hour, and the financial risk of a diverted or recalled flight was not too great. This held true to a lesser degree for larger four-engine aircraft with 50 to 80 passengers. However, the operating charges of \$200 to \$400 per hour of these larger aircraft were making it very unattractive to accept these financial odds. The airlines were becoming more selective in their dispatch risks.

With the jet, the industry cannot continue to countenance the expense of operating an aircraft at around \$1,000 per hour, to a doubtful destination and then pay ground transportation, meal, and perhaps hotel costs for 100 or more passengers. On the other hand, a carrier cannot afford to turn passengers over to other airlines. The answer to this quandary is the provision of terminal area airport aids so that a greater percentage of flights are completed.

A summation of the canceled, delayed, and diverted overall operational costs on individual airlines are not presently available; however, further along in this paper we have made some estimates based on what we consider are reasonable assumptions.

The present weather minimums at most hub airports require a 200-foot ceiling and one-half-mile visibility for reciprocating aircraft; some terminals like Chicago/Midway, the world's busiest airport, still have 300- $\frac{3}{4}$  minimums. The present jet aircraft (ILS) instrument landing system minimums everywhere are 300- $\frac{3}{4}$ . The minimums are 400-1 or higher at many low-density airports used by local service carriers.

<sup>1</sup> U.S. Department of Commerce, "Highway Progress, 1959."

At Newark, reciprocating engine aircraft are now using runway visual range (RVR) minimums of 2,000 feet. At the 16 other locations where RVR is installed, the minimums are 2,600 feet. RVR facilities can and do reduce weather cancellations. These fine facilities are only now beginning to be more widely installed.

In attempting to fairly assess the costs of various delays we have noted a table published in the May 1960 issue of *Airlift* on page 96. This table assesses the causes of delays in their order of importance by 10 large carriers as follows:

Weather and congested ramp operations were the biggest factors in delayed flights for the major trunk airlines during 1959. Three carriers named weather their No. 1 cause and another trio labeled it No. 2. Here's how 10 carriers classify their top five causes of delays:

*How trunks look at delays*

	(1)	(2)	(3)	(4)	(5)
Airline:					
Braniff.....	Mechanical...	Connections...	Equipment...	Weather.....	Multiple operation.
Continental.....	Passengers.....	Cargo.....	Connections.....	Mechanical...	Weather.
Eastern.....	Air traffic control/airport congestion.	Weather.....	Mechanical.....		
Northeast.....	Weather.....	Air traffic control holds.	Airport congestion.	Mechanical.....	
Northwest.....	Weather.....	Air traffic control.	Accomplishing load and connections.	Ground services.	Line maintenance.
Pan Am.....	Mechanical...	Weather.....	Ground operations.	Late passengers.	Airport congestion and airport traffic control.
Riddle.....	Equipment...	Weather.....	Cargo handling.	Mechanical...	Crew.
Slick.....	Weather.....	Mechanical...	Air traffic control.		
TWA.....	Loading.....	Mechanical...	Weather.....	Passengers....	Airport traffic control.
United.....	Station services.	Operations plan.	Equipment...	Mechanical...	Cargo loading.

Weather is listed by 7 of the 10 carriers as their first or second choice for the most predominant cause of delays. Airport and air traffic control (ATC) congestion are listed as first or second choice by five carriers. These are all delays associated with weather. All could be improved by the use of modern terminal area facilities. We, therefore, feel justified in estimating at least 50 percent of the delays or cancellations are due to adverse weather conditions.

THE 1960 COST OF CANCELING FLIGHTS

The total mileage flown (domestic and international) in 1960 was 995,900,000 miles. Of this total mileage 31,518,000 miles or 3.2 percent were canceled due to various reasons. Based on our analysis of the table previously mentioned and on the following data and computations we have estimated that 1.6 percent or 15,759,000 miles were canceled due to weather.

Mileage	Domestic operation	International operations	Total
Scheduled.....	834,602,000	161,298,000	995,900,000
Scheduled completed.....	807,496,000	156,886,000	
Canceled mileage <sup>1</sup> .....	27,106,000	4,412,000	31,518,000

<sup>1</sup> Canceled mileage, 31,518,000, divided by total mileage, 995,900,000, equals 3.2 percent of the total mileage flown.

NOTE.—Assumed that 50 percent of mileage canceled is due to weather, this is equal to 1.6 percent which represents 15,759,000 canceled miles.

The above based on CAB statistics for 1960.

Our staff has estimated that the average direct operating cost for all U.S. air carrier aircraft in use was 134 cents a mile. At 134 cents per airplane mile, the 15,759,000 airplane miles of operation calculated to be lost due to weather would cost the carriers \$21,117,060 in total direct operating expenses. This is, we believe, a very conservative estimated loss considering fixed costs of operations and other increased costs due to lower aircraft utilization, misplaced aircraft requiring ferry flights, reduced payloads after cancellations, increased passenger handling costs, etc.

#### COST OF 1 YEAR'S AIR TRAFFIC CONTROL AND WEATHER DELAYS

Flights delayed or diverted are not included in the cancellation statistics. These also present a severe monetary penalty to the carriers. One measure of this factor is the ontime (within 15 minutes) experience of the domestic air carriers.

Airlift, May 1960 on page 81 shows delay figures for 8 months, May-December of 1959 which we believe is representative for 1960. These figures show an ontime figure of about 69 percent; 31 percent of the trips were delayed more than 15 minutes; 16 percent were delayed over 30 minutes. This is an additional important economic factor.

We would estimate that approximately half of these delayed arrivals or 15 percent of the flights are affected by weather or air traffic control delays. Fifteen percent of the total number of trips (3,834,541 domestic and international) is approximately 575,181 delayed trips per year, due to air traffic control and weather. Assuming the average delay is one-half hour at \$340 per hour (DC-6 cost), the cost due to this delay factor would be \$97,780,770 per year. Figuring the average delay as one-fourth hour the cost of the delay factor would amount to \$48,890,385 per year.

#### *The total cost effect of lack of facilities*

(1) Estimated losses due to canceled mileage.....	\$21, 117, 060
(2) Estimated losses due to delayed flights (15 minutes).....	48, 890, 385
(3) Estimated reduction in accident losses with improved airport and approach facilities.....	<sup>1</sup> 3, 791, 000
Total.....	73, 798, 445

<sup>1</sup> Estimated savings from improved safety facilities as figured for 1957 from the United Research report further explained later in this paper.

#### ANALYSIS OF ECONOMIC ASPECTS OF ALL-WEATHER LANDING SYSTEMS

The FAA recently accepted a report prepared by United Research, Inc., covering 1957 operations which uses a more sophisticated and detailed method for determining the economic value of an all-weather landing system. The objectives of this United Research report are as follows:

- (1) Analyze economic benefits of ATC and airport facility improvements to civil users of the airways, and measure the effect of these improvements in dollar terms on the demand for and cost of airline passenger transportation.
- (2) Measure the effect of improvements on the cost of general aviation transport including value of passenger time.
- (3) Measure the annual cost of the accidents (loss of property and life) preventable by the improvement.

The analysis of the United Research survey resulted in the following values being placed on an all-weather landing system:

(1) Additional demand leading to increased revenues to air carriers.....	\$11, 500, 000
(2) Cost savings to air carriers.....	9, 379, 000
(3) Cost savings to general aviation.....	292, 000
(4) Value of accidents prevented.....	3, 791, 000
Total.....	24, 962, 000

During the winter months of each year, the unreliability of air travel is typically greater than the unreliability in the summer months. For purposes of analysis, the percentage of scheduled miles not completed is used as the measure

of schedule unreliability. Characteristically, during periods when air services experience greatest unreliability, the percent of first-class travelers (users of air and first-class rail services) who travel by air declines.

There are three principal types of economic benefits associated with ATC and airport approach facility improvements. They are—

(1) Improvement in capacity of the system results in an increased demand for its use. Thereby creating greater revenue to compensate for the cost of improvement.

(2) Improvements in efficiency and reliability results in lower per unit cost to the users which will result in the ability to pay for the improvements.

(3) Benefits from improvements in the margin of safety reduces accidents thereby reducing the premature and costly loss or damage to life and property.

All the above compound each other and tend to increase the overall benefits by further increasing the level of safety and efficiency of traffic facilities.

They point to the need for greater schedule reliability as the key to increased demand for air travel.

To show how conservatively the United Research report \$25 million cost was computed, we cite the following cost allowances used in their report:

One hour delay is calculated as \$170 (average operating cost of airplane in 1957; for 1961 this figure, we believe, would be closer to \$340).

Cancellation estimated as \$24 short haul; \$86 short haul trunk; \$326 long haul trunk (these are all lower than the cost of operating a large four-engine aircraft for 1 hour).

A diversion is assumed by a four-engine aircraft to cost \$691 made up of 1-hour delays (at \$210), ½ hour ferry trip, result in one long haul cancellation and trip expense equal to twice a cancellation.

The above figures for 1957 are all lower than today's figures based on increased costs and increased size for aircraft with higher operating costs.

#### FACILITIES NEEDED FOR SAFETY AND ECONOMIC GAINS

Much can be done today to reduce weather and traffic delays referred to in the previous pages.

Of the 569 airports serviced by domestic airlines, 95 percent of the passengers arrive or depart from 165. These 165 also produce 98 percent of the cargo and 97 percent of the mail. These 165 airports handle 80 percent of the airline takeoffs and landings.

Of these 165 airports, 100 percent are equipped with tower and ILS, 76 percent equipped with centerline approach light systems of which 52 percent have sequenced flashing lights, and 51 percent are equipped with airport surveillance radar (ASR) or radar approach control (Rapcons). This is a good start but does not provide some presently available facilities at more than 50 percent of the higher density airports. Attachment D shows the estimated cost of additional facilities required to modernize the facilities at 165 hub-type airports; and also to provide non-hub-type airports with minimum approach facilities.

There are additional facilities which can profitably be installed at higher traffic density locations to further reduce weather delays. They are:

(1) Runway visual range equipment: Present RVR installations are at 17 locations and 31 more are planned by the end of 1961. Average cost of RVR equipment is \$15,000. Runway visual range equipped airports provide the lowest minimums with today's standard facilities. Improvements in on-time arrivals will become increasingly apparent when this RVR equipment is more universally installed.

RVR visibility measuring equipment installed on the runway with remote reading in the tower provides visibility minimums of 2,600 feet (with 200-foot runway light spacing) and 2,000 feet (with 100-foot runway light spacing) with the following equipment installed.

(a) ILS (191 presently installed, 250 programmed through 1961).

(b) Two compass locators.

(c) High intensity runway lights.

(d) TSO N-10(a) runway marking (at about 20 percent of 569 airports).

(e) TSO N-24 approach lighting with condenser discharge lighting (86 presently installed, 174 programmed through 1961).

(2) Narrow gage (flush) runway lighting gives direction and roll guidance and flare control with restricted visibility. This type of equipment is in the final stages of development. Idlewild Airport did not wait for criteria and now has narrow gage runway lighting in its new instrument runway. It is expected that such lighting will be part of the requirements prior to considering reducing minimums below present RVR standards. Such equipment will not only increase the efficient use of a runway, but will also increase the level of safety. Flush lighting has been designed that can be installed in existing runways. With the combination of available criteria and a practical way to install flush lighting in existing runways, the way is open to modernize runways at a relatively moderate cost to take advantage of the economic benefits of this latest development at high density airports.

(3) Centerline flush runway lighting: This is a vitally need part of all-weather runway lighting for landing roll as well as takeoff. The criteria for this development are now in final phases of completion. It is anticipated that this equipment will be normally a companion installation with narrow gage flush runway lighting and is expected to be a vital part of all-weather runway equipment and yield economic benefits.

(4) Flush approach lighting extending into the paved underrun area: In the past a number of TSO N-24 centerline approach light systems have not been fully installed because of a lack of standards for a flush approach lighting fixture. Now these standards are available and should be added to the existing systems in the underrun area within 1,000 feet of the runway threshold or any time approach lighting is in the usable overrun or underrun area of a runway. Such installations will add materially to the safety of operations by reducing the possibility of an accident due to touchdown prior to contacting the runway. In some cases, flush approach lighting on paved surfaces will add to the take-off runway length and thereby increase the allowable useful load.

(5) Lower activity airports must be included in the installation of improved approach facilities to assure a balance of overall system capacity.

Presently, many low activity airports have nothing but a radio beacon for instrument approaches. ALPA's airport survey indicates that this is the extent of the instrument approach facilities now installed at one-third of our airline airports. We believe that minimum equipment for low density airports should consist of a TVOR (\$100,000), TSO N-10(a) runway marking (\$1,000-\$5,000), runway end identifier lights (\$2,000-\$3,000), visual glide slope lights (\$1,500) and control tower (\$60,000).

There are presently 725 VOR stations in operation in the United States. Approximately one-half of these are en route aids only and not associated with an approach to an airport.

There are a very limited number of runway identifier lights installed. ALPA's survey indicates only about 2 percent of the airports have them. Very few are being programed. Most of these are at airports where ILS and approach lights are on another runway.

The visual glide slope lights (that give a visual angle of approach indication to the pilot), have just been approved for use and the first two are scheduled to be installed at La Guardia. The FAA has budgeted only 40 for fiscal year 1962, and most of these will probably go on "noise sensitive" runways at high density airports. Until this standard can be financed and installed by the FAA, we recommend consideration of a "poor man's" glide installation called POMOLA. This can be installed for daylight use for a very few dollars. Financing should not be a problem (under \$100.)

The growth of aviation in the last 15 years has shown that low density airports have rapidly increased in traffic as increased facilities and services became available. It, therefore, seems imperative to us that these recommended lower cost approach aids be installed at all local service terminals at the earliest possible time to improve schedule reliability and the flow of traffic to and from these smaller airports.

#### SUMMARY

The economic losses due to weather and ATC delays, cancellation of flights and diverted aircraft in 1 year is a sizable figure—United Research says \$24,962,000 for 1957. We calculate at least \$73,798,445 for 1960.

We feel that a major portion of this money can be saved by installing proven landing aids and airport safety standards—now. These aids and standards are referred to in attachment D and cost as follows:

For 165 high density locations.....	\$41,650,000
For 404 low density locations.....	42,862,000
<b>Total.....</b>	<b>83,912,000</b>

The above costs do not include many additional parts of the overall air traffic control system which requires additional capital, such as traffic control centers and their equipment, research and development, etc., to handle the ever-increasing amount of air traffic.

To complete the picture at least \$1.1 billion in airport facilities like runway extensions, taxiways, terminals, etc., will be needed in the next 5 years.

Obtaining funds for the above planned and proposed improvements is one of aviation's major problems today but, in our opinion, we must keep the problem in its overall perspective from the national interest standpoint.

Commercial air transportation has become the leading means of intercity travel today. It is also the dominant means of international travel. Business, government, and our citizenry generally are rapidly gearing their lives to this rapid means of transportation. This trend is accelerating. Some 75 percent of the total air transportation of the world is flown in the aircraft of U.S. carriers and by U.S. citizens. Deficiencies, delays, and marginal safety standards in air transportation today affect our entire economy. It is imperative to the total national interest that we accelerate our efforts to keep our airways and airport systems abreast of technological development of the aircraft and its use in our total national picture.

The Federal Government must be an active participant in the development of our airports and their related terminal area and airway facilities. Unlike the situation in other means of transportation, the Federal Government has assumed the primary responsibility for the development and operation of the airways system, the control of the airspace and related facilities. There is no alternative to viewing the airport and its related facilities as an integral part of the airways system. It is only reasonable, therefore, that the Federal Government should be an active partner with the local communities in the development of the airport system. We feel the Federal Government has been too reluctant a partner in recent years and that we must work together to bring an awakening of the public and Government officials to this shirking of the responsibility and its impact on the development of our country.

We are not certain that the amount proposed in H.R. 6580 is sufficient. We would prefer to see \$100 million per year for 5 years but strongly endorse the proposed legislation as a minimum.

We appreciate the opportunity to make our views known.

#### PERSONAL BACKGROUND OF CLARENCE N. SAYEN

By way of personal background, I hold bachelor of arts and master of arts degrees in geography and economics and an honorary doctor of science. I have been a teacher and an airline pilot. Some current activities have included membership on the Committee on Aircraft Operating Problems of the National Aeronautics and Space Administration; executive committee of the National Air Transport Coordinating Committee; War Air Service Pattern Committee of the Defense Air Transportation Administration; executive committee of the Radio Technical Commission for Aeronautics; the Chicago Aero Commission; Industry Advisory Committee of the Inter-Departmental Aviation Manpower Committee; and National Defense Executive Reserve.

#### DESCRIPTION OF AIR LINE PILOTS ASSOCIATION, INTERNATIONAL

The Air Line Pilots Association, International is an association of the professional airline pilots of the scheduled U.S. air carriers. At present, it has a membership of over 18,000 active and inactive members employed by 49 certificated airlines. The association represents airline pilots in all aspects of their professional life. It is their bargaining agent under the Railway Labor Act, maintains an extensive air safety organization in 149 councils scattered throughout the United States and a number of foreign countries, and is spokesmen for

the airline pilot in his relationship with municipal, State, Federal, and international organizations.

## ALPA'S ORGANIZATION FOR SAFETY

ALPA's organization for safety is composed of representatives of 149 councils located throughout the United States, its territories, and a number of foreign countries. Each council has an air safety committee composed of active airline pilots who are selected for their competence and interest in the air safety problems being encountered by their pilots. The chairman of all the council air safety committees are organized into a central air safety committee which coordinates the safety activities of all of the pilots of the particular airline, subject to the authority of the master executive council which is their highest governing body and which is subject only to the board of directors which makes national policy for all pilot groups within the association. In addition, regional safety chairmen are appointed within five main geographic regions and with subregions. These pilots coordinate the safety activities which are primarily regional in character. Each pilot group designates accident investigation representatives who, along with regional accident representatives, participate in the investigation of all major air carrier accidents and report their findings to the president of the association. The activities of all of these safety representatives are coordinated by the international officers of the association and by a professional staff.

When specific problems require sustained study and representation, committees are created of pilots specializing in the particular subject and assisted by professional staff. For example, such committees in recent years have reported on such problems as new aircraft evaluation, training standards, collision avoidance, dangerous cargo, air traffic control, physical standards, and others.

## APPENDIX C

*ALPA's airport survey results, 257 airports as of January 1961*

Runway condition:	Percent	Ramp lighting and marking available:	Percent
Good	56	Good	20
Fair	33	Marginal	57
Deficient	11	Deficient	23
Taxiway condition:		Obstruction lighting and marking available:	
Good	53	Good	24
Marginal	35	Fair	66
Deficient	12	Deficient	10
Loading ramp condition:		Runway overrun available:	
Good	64	Good	16
Fair	30	Fair	24
Deficient	6	None	60
Approach lighting installed:		Available fire and rescue facilities:	
Configuration A and others	30	Good protection	8
Strobe beacons	11	Some protection	35
Runway identifier:		No protection	57
Lights installed	2	Snow removal available:	
Runway lights installed:		Good plus not applicable	10
High intensity	38	Marginal	35
Medium intensity	44	Deficient	15
Low intensity	18	Vehicular procedures in use:	
Runway marking installed:		Good	20
Good	20	Fair	69
Marginal	38	Deficient	11
None	42	Instrument landing facilities available:	
Runway length available:		ILS	33
Adequate	21	VOR	53
Marginal	75	Beacons only	33
Deficient	4	Tower facilities available commissioned	42
Taxiway lighting and marking:			
Good	13		
Marginal	36		
Deficient	51		

	Percent		Percent
Communications procedures available:		Terminal facilities lacking—Con.	
Good .....	42	Marginal fire and rescue facilities .....	92
Fair .....	42	Marginal vehicular procedures .....	80
Deficient .....	16	No runway visual range procedures .....	96
Weather facilities available:		Insufficient obstruction lighting and marking .....	76
Good .....	34	Marginal communication procedures .....	58
Marginal .....	51	Airports having taxiways which:	
Deficient .....	15	Are too narrow or need repair .....	47
Surveillance radar available:		Are not properly lighted or marked .....	51
Now .....	14	Airports having runways which:	
Planned .....	3	Should be lengthened .....	79
None .....	86	Are deficient (need repair, etc.) .....	11
High-speed turnoffs available:		Have very inadequate overrun areas .....	60
Now .....	3	Do not have "hi" intensity lighting .....	62
Planned .....	6	Do not have marking .....	42
None .....	97	Do not have approach lighting .....	70
Runway distance markers available:		Do not have runway identifier lights .....	98
Now .....	13	Do not have runway distance marking .....	87
Planned .....	1	Do not have high speed turnoffs .....	97
None .....	87	Airports having loading ramps which:	
Runway visual range available:		Are too small or need repair .....	36
Now .....	4	Are inadequately lighted or marked .....	23
Planned .....	8		
None .....	96		
Navigation facilities installed at terminal areas:			
H beacons (only) .....	33		
VOR facilities .....	53		
ILS facilities .....	33		
Surveillance radar .....	14		
Terminal facilities lacking:			
No towers .....	58		
No weather facilities .....	15		
Marginal snow removal procedures .....	50		

## ATTACHMENT D

*Conservative cost estimates to establish 100 percent major electronic aids available today at 165 hub-type airports*

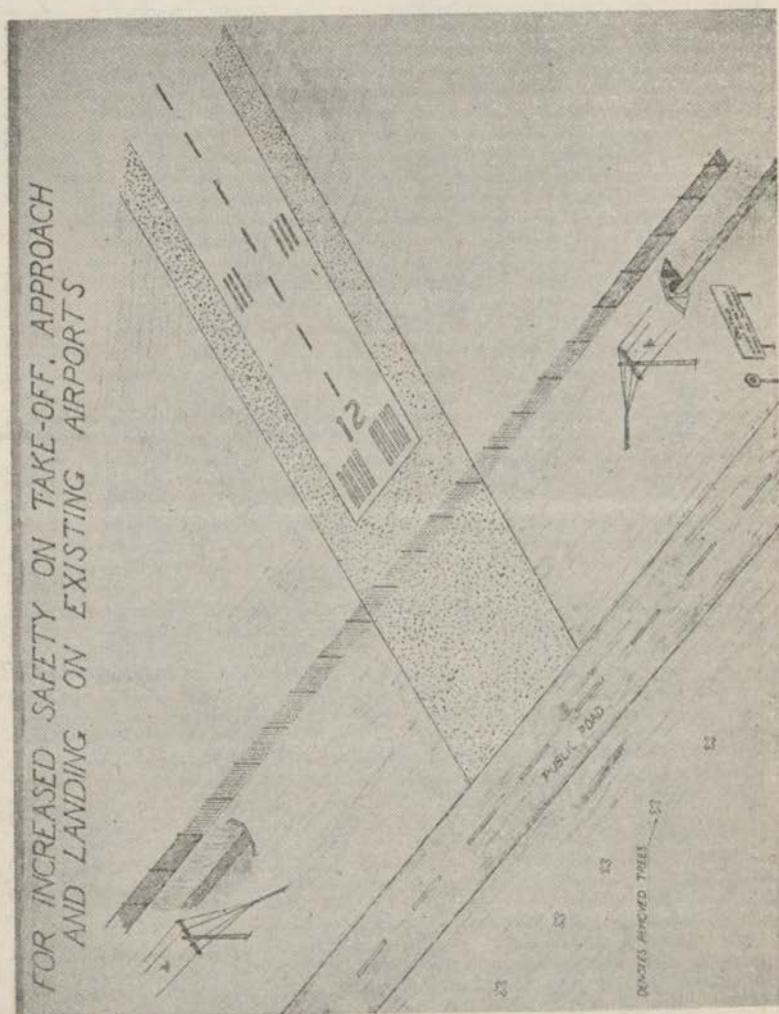
Towers .....	(1)
ILS .....	(1)
Runway visual range, 150, at \$15,000 .....	\$2,250,000
Approach light system, 40, at \$100,000 .....	4,000,000
Sequenced flashing lights, 85, at \$40,000 .....	3,200,000
Airport surveillance radar, 84, at \$400,000 .....	31,600,000
<b>Total required for above new aids .....</b>	<b>41,050,000</b>

<sup>1</sup> 100 percent complete.

*Conservative cost estimates to establish lesser electronic aids at 40½ less dense non-hub-type airports<sup>2</sup>*

Towers, 344, at \$60,000 .....	\$20,640,000
VOR or TVOR, 200, at \$100,000 .....	20,000,000
TSO N10(a) marking, 404, at \$1,000 .....	404,000
Runway identifier lights, 404, at \$3,000 .....	1,212,000
Visual glide slope indicators, 404, at \$1,500 .....	606,000
<b>Total facility cost for above new aids .....</b>	<b>42,862,000</b>

<sup>2</sup> Some of these airports will be classified as hub airports as traffic increases.





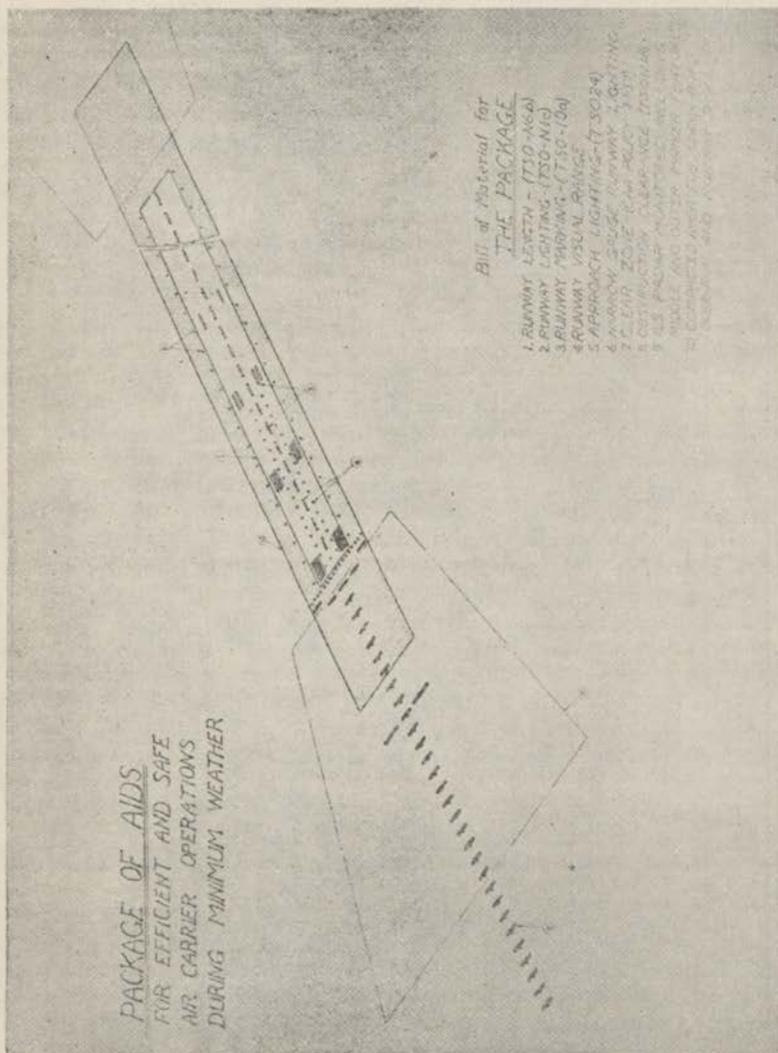
## OPTIMUM AIRPORT DESIGN FEATURES

- 1 RUNWAY & TAXIWAY MARKINGS-TSO-N10, & TT59-3
- 2 NARROW GAUGE FLUSH RUNWAY LIGHTS-TT59-11
- 3 CENTERLINE RUN OUT SYSTEM-TT59-11
- 4 APPROACH LIGHTS-TSO-N24
- 5 RUNWAY IDENTIFIER LIGHTS-TT59-11
- 6 RUNWAY LIGHTING-TSO-N16
- 7 RUNWAY CRITERIA-N66
- 8 OVERRUN LENGTH-1/10L
- 9 COMPACT SIDE AREA-1/3 RUNWAY WIDTH
- 10 RUNWAY VISUAL RANGE-TT59-4
- 11 RESCUE & FIRE FIGHTING SERVICE  
TT59-5
- 12 RUN UP AREA
- 13 OBSTRUCTION LIGHTING-TSO-N25
- 14 OBSTRUCTION MARKINGS-TSO-N26
- 15 WIND INDICATORS-TSO-N54
- 16 CONTROL TOWER-TSO-N13A
- 17 RAMP, PARKING & LOADING AREA
- 18 TERMINAL BUILDING
- 19 TAXI SIGN SYSTEM-TSO-N23 & TT59-8
- 20 TAXIWAY LIGHTING-TSO-N3A
- 21 OBSTRUCTION CLEARANCE-TSO-N18  
& TT59-7
- 22 RUNWAY CLEAR ZONES-CAA POLICY 7-1-57



NOTE  
 1 LIGHTS  
 2 MARKERS  
 3 TYPICAL TECH. DATA SHEET

PREPARED BY THE ENGINEERING  
 DIVISION OF THE FEDERAL AVIATION  
 ADMINISTRATION  
 WASHINGTON, D. C. 20515



Mr. WILLIAMS. I believe the next witness scheduled is Mr. J. B. Hartranft, president of the Aircraft Owners and Pilots Association.

**STATEMENT OF JOSEPH B. HARTRANFT, JR., PRESIDENT, AIRCRAFT OWNERS & PILOTS ASSOCIATION, ACCOMPANIED BY CYRIL THOMPSON AND RALPH NELSON, AIRCRAFT OWNERS & PILOTS ASSOCIATION**

Mr. HARTRANFT. First, in deference to my contemporary, Mr. Sayen, I would like to correct the name of my association to Aircraft Owners and Pilots Association, rather than Air Line Owners and Pilots Association.

My name is Joseph B. Hartranft, Jr. I have with me my associate, Mr. Cyril Thompson, former vice president of United Air Lines, former executive secretary of the Airport Operators Council, who is in charge of our Airport Commission.

Another staff member, Mr. Ralph Nelson, in charge of our Membership Servicing Division, is with us.

I am president of the Aircraft Owners and Pilots Association and appear here to represent some 85,000 members, the Nation's largest organized group of aircraft and airport users. Our members operate a substantial percentage of the private, corporation and charter, or taxi aircraft which provide air-age mobility for some 6,000 communities having airports which are not served by the scheduled air carriers. These aircraft also provide an essential supplemental airlift service at airline stops, transporting people to and from scheduled flights.

Our members also use terminal-type airports whenever their location better serves business convenience and necessity.

We wish to commend the sponsors of the bills H.R. 6850 and H.R. 6608 for the proposals made for extension and improvement of the Federal Airport Act. These bills make a very real contribution to the current planning which will reveal "the great prospects of aviation" which President Kennedy has described as a major challenge of the 1960's.

In any serious approach to the subject of airport system expansion, we feel that the following numbers must be kept in mind:

(a) There are 18,300 incorporated cities and towns in the USA that contribute to the national economy and today only some 6,600, or about 36 percent, have some type of public-use airport.

We believe there is a Federal responsibility under the act to see that more general aviation airports are provided.

(b) Of the 6,600 unit airport system, only 569 airports, or less than 10 percent, are scheduled airline stops.

Only general aviation, through adequate small airports, can give air-age mobility to the other 90 percent of the Nation's airports.

(c) There were 110,503 registered aircraft in the United States at the end of 1960 and 2,042, or less than 2 percent, were airline transports.

General aviation can serve where airline service is found to be uneconomical.

(d) The 2,042 airline transports provide an essential service through schedule connections at the busier 569 units of the airport system.

However, the other 108,461 civil aircraft, the 98 percent in the general aviation category, make possible the Nation's air-age transportation between all 6,600 units of the airport system.

Now, in a nutshell, the situation on airports is this: One-half to two-thirds of the 6,600 are private fields; over 1,500 privately financed public-use airports were lost in the last 4 years; 400 to 500 airports were picked up on the Federal airport aid program, meaning a net loss of some 1,000 airports. So we have the situation of an expanding general aviation traffic and operations against a situation on vital loss of airports.

(e) Of the Nation's 18,300 incorporated places, most of which mark the location of natural resources and production facilities, there are some 11,700 which lack even the minimum ground facilities to make possibly emergency or routine air-age transportation in utility airplanes.

It is here, we believe, that the President will see the airport construction challenge of the 1960's. This country urgently needs many more general aviation type airports and they are not the responsibility of local government alone.

We are pleased to note that there is administration support for the bills before us. They propose extending the time for making airport grants and suggest \$75 million for annual Federal-aid airport programs during each of the next 5 fiscal years. Favorable action on this legislation will enable the Federal Aviation Agency to exercise more effective leadership for airport system expansion, and to assist whenever new or improved airports of any class would strengthen the Nation's economy.

Certainly, the Federal responsibility is to make the industrial machinery of the United States work, and in time of war, this becomes exceedingly important.

The special authorization to obligate \$7 million a year for secondary airports to relieve high density traffic at some population hubs is understood to retard in no way the making of other grants under accepted criteria for an expanding airport system to serve general aviation.

While we favor, generally, the action covered in H.R. 6580 and H.R. 6608, we wish to make four constructive proposals:

1. We urge that the \$75 million in possible grants for each of 5 years be increased to \$100 million per year of obligational authority.
2. We strongly recommend that 25 percent of each year's allocation of Federal funds to the States be specifically limited for use as approved grants on projects at general aviation airports, where scheduled airline service has not been authorized by the Civil Aeronautics Board. If this 25 percent of the allocation for any year has not been fully obligated within a 2-year period, we favor having the unused portion returned to the discretionary fund for use as the Administrator may determine to be in the public interest.

Now, Mr. Chairman, I was exceedingly interested yesterday in the testimony of Mayor Hartsfield regarding the Atlanta Airport situa-

tion. I would like to put that picture in perspective so far as general aviation is concerned.

Now, the good mayor is one of our great outstanding aviation leaders. Yet I am compelled to feel that the mayor was almost totally ignorant of the overall aviation picture in his own community, and speaking with him, I asked about his lack of reference to general aviation operations from his airport, and he very candidly stated that they had done everything they could to discourage general aviation.

Now, Atlanta Airport at the moment ranks 17th in the order of operations for 1960. Total general aviation operations were 52,686 from the Atlanta Airport. The total of the air carrier operations was 163,243.

Fulton County Airport, 15 miles north of Atlanta, had 170,539 general aviation operations, more operations than the air carrier operations at Atlanta Airport. If general aviation were totally removed from Atlanta Airport, being 171,438, that airport would drop to a rank of 38, and Fulton County would have a count of 237,285, which is 66,847 greater than what Atlanta Airport would be left with.

In other words, Fulton County Airport would then rank 14th in the list.

Now, it is of further interest to note that De Kalb County, Peachtree Airport, on the northeast edge of Atlanta, shows a traffic count of 43,000. Thus the total Atlanta general aviation traffic amounts to 266,225 operations, as against 163,243 airline operations, almost double.

Now, place this operational picture against the fact that \$7,671,979 has been granted Atlanta Airport as against \$769,294 to Fulton County Airport, and I think we, for the first time, have the real picture in true perspective.

This is rather typical. I only mention Atlanta because figures were presented here yesterday, and I thought an enlargement upon them gave a clearer picture of Federal funds at airports versus the operations which are being accommodated in expenditure of those funds. It is for this reason that we believe that 25 percent of each year's allocations should be specifically limited for use as approved grants on projects at general aviation airports.

3. We propose that this legislation be worded to provide up to \$50,000 of Federal aid for terminal building projects at airports where scheduled airline service has not been authorized by the Civil Aeronautics Board.

4. We ask that the Federal Aviation Administrator be directed to request the Bureau of the Census to undertake the gathering of data and the making of a report on transportation by general aviation aircraft at all public-use airports where no FAA control tower is installed.

Present statutes now authorize transportation studies by the Census Bureau every 5 years, we are informed, and the next year for a report is 1963.

These four proposals are made because we believe them to be highly important to the Federal Government, and its Aviation Agency, in carrying out the purposes of the Federal Airport Act. Those purposes, we believe, do not cover a system of airline airports only. We cannot overlook the fact that civil aviation has grown in two directions during the past 25 years. Scheduled and nonscheduled avia-

tion operations are now two separate segments of civil aviation. They seldom use aircraft with the same characteristics and now have very different airport requirements. The 3,000-foot runway will serve one, while 8,000 feet or more of runway is needed by the other. These aviation segments—airline aviation which has been receiving major Federal attention and general aviation, which has been receiving too little attention and aid, need to be brought into better balance under Federal leadership and financial cooperation. The Federal Government cannot expect to control the airspace without full knowledge of its use in the public interest of all types of airports.

The 1960 edition of the FAA Statistical Handbook of Aviation includes a statement about rising general aviation, from which the following excerpts are taken:

Flight time accumulated annually on general aviation planes is over three times the utilization of the domestic airline transports in scheduled service.

General aviation accounts for the flying activity of a preponderant proportion of the certificated pilots.

Corporations, firms, and individuals in business are making increased use of general aviation aircraft.

The total operations reported by FAA's 218 control towers for the 5-year period, 1954 to 1959, revealed this interesting growth story for general aviation.

I direct your attention to the last column of the table showing an increase of 89 percent for general aviation, 29 percent for air carrier, and 26 percent for military.

User segment	Total aircraft operations		
	1954	1959	Percent increase
General aviation.....	7,755,000	14,669,000	89
Air carrier.....	5,483,000	7,086,000	29
Military.....	4,023,000	5,057,000	26

The civil airports which comprise the national system, while inter-related, are now classified as two types by FAA, namely: Those for (a) scheduled air carriers, and (b) those for general aviation.

The following figures provide a brief summary of the number of airports and the dollars involved in the Federal-aid airport programs for a 5-year period:

[Dollars in millions]

Program fiscal year	Airline airports		General aviation airports	
	Number	Cost	Number	Cost
1957.....	104	\$35.4	260	\$416.5
1958.....	206	48.4	128	6.6
1959.....	234	57.4	124	6.2
1960.....	193	50.1	95	7.0
1961.....	197	40.5	127	8.5

It will be noted that more than 80 percent of the Federal-aid program dollars for the period covered are listed for airports that serve the airlines. It is believed that the Congress should specifically state

what substantial part of the funds for the proposed airport aid program are to be used for secondary and smaller airports.

To quote from a 1960 address by the Federal Aviation Administrator:

General aviation aircraft are, in essence, the backbone of the aviation industry. Our problem, then, is to provide sufficient airport facilities for this expansion.

Why have we made the four proposals for change in this legislation?

Our reasons for 1 and 2 are related. Under the Airport Act, requests for grants to cover airport construction or improvement projects are initiated by local units of government. Because of the time necessarily consumed by political action in getting bond issues or tax levies approved to provide airport matching funds, the smaller communities have become discouraged about Federal aid. The larger cities have organizations capable of winning the race for the limited amount of Federal matching funds. We believe that there will be a substantial rise in airport construction effort by several thousand counties and smaller municipalities, if obligational authority in these bills is a higher amount, which would not be too easily exhausted. The Administrator's approval of projects would always safeguard the public interest. We believe that the specific earmarking of 25 percent of the funds available for obligation, for use on general aviation-type airports—airports where scheduled airline service has not been authorized by CAB—would effectively arouse new airport sponsoring interest. It would be a notice to the officials of many communities that the time spent in raising the required matching funds for an airport project will not be wasted.

Our reason for proposal 3 is simply the firm belief that small airport sponsors are entitled to the same cooperative assistance in getting terminal buildings started that the sponsors of airline-type airports enjoyed before cocktail lounges, hotels, and other profitable public service concessions raised a political opposition to Federal aid in terminal building financing. It is difficult to imagine that a limited \$50,000 of terminal-building aid at a general-aviation-type airport will go into anything not connected with the shelter, sanitary facilities, health, safety, and communications convenience of the traveler in private, business, or taxi aircraft.

Now, in this connection, I would just like to point out that 60 to 70 percent of the fatal accidents in general aviation are weather connected. The ability of a pilot to have weather facilities prior to flight is certainly of essential importance. Weather facilities require housing. One in every five crash landings of a general aviation aircraft involves fire. Certainly, housing of fire equipment is a safety factor.

We urge proposal 4 because everyone today is working in the dark when planning for general aviation. We know that general aviation is big, but we do not know accurately how big. The search for facts in various areas usually reveals that estimates have been low. We do have statistics covering airline activity because CAB gathers those figures and we have all the aircraft operations reported by FAA towers at 299 of the Nation's 6,600 listed landing places. But we know very little about general air transportation at thousands of listed and unlisted places.

The Government, as well as present and potential airport sponsors, need with regularity some fairly accurate figures covering the landing

places now being used, the number of aircraft operations at each and the average number of people transported in and out of these airports. We need the help of our census takers.

The Bureau of the Census is authorized to make a transportation report every 5 years. We urge that the legislation before us be so worded that the Bureau of the Census, under section 131 of the law covering that agency's activity, will cooperate by collecting and publishing every 5 years a nationwide summary of air transportation by aircraft not operated by scheduled air carriers.

The tabulation which follows is a comparison of airline and general aviation activity in seven cities in the 100,000-300,000 population class. The estimate is based on a few sampling surveys. The figures leave little doubt that general aviation's traffic volume will be the highest of any element in the Nation's air transportation picture during the 1960's.

*Comparison of airline and general aviation activity at seven cities in 100,000-300,000 population class*

City or community	Popula- tion	Air carrier		General aviation	
		Aircraft operations	Passengers in and out	Aircraft operations	People in and out
El Paso, Tex.....	276,687	24,791	398,034	163,445	404,143
Grand Rapids, Mich.....	177,313	22,826	205,080	65,057	185,411
Sacramento, Calif.....	191,667	29,651	333,194	111,278	350,496
Mobile, Ala.....	202,779	20,149	188,280	62,500	159,800
South Bend, Ind.....	132,445	23,879	136,122	59,162	176,106
Chattanooga, Tenn.....	130,009	33,785	178,428	74,251	190,203
Peoria, Ill.....	103,162	13,766	96,318	49,536	141,242
Jackson, Miss.....	144,422	22,500	181,016	83,213	171,280

These figures show that general aviation operations far outnumber airline operations at each airport and that total people carried is substantial, sometimes exceeding the number of passengers carried in and out by the scheduled airliners.

The AOPA has drawn up specifications to describe its concept of the basic general aviation airport needed by small communities. The specifications of a basic general aviation landing place should fall, according to our plan, somewhere within a minimum and maximum set of figures. The minimum figures serve to plot the cheapest, usable landing place which can adequately accommodate general aviation planes. The maximum figures form an arbitrary top beyond which no community need to go in order to get the best in a general aviation airport.

The landing place—tagged "minimax" field—can be a low-cost, single, all-weather, lighted runway, able to serve aircraft having a gross weight of 25,500 pounds or less. It will handle any business aircraft up to and including the DC-3. Its exact dimensions at any given place will vary, but basically it will have a runway 2,500 to 4,200 feet long, turf or paved, properly graded and drained. Nothing in the Federal Airport Act disqualifies such a small airport from assistance.

We respectfully urge you to put emphasis upon a program of airport system expansion that will give several thousand more communities an opportunity to use or benefit by air-age transportation.

Mr. FRIEDEL (presiding). Thank you very much, Mr. Hartranft.

Mr. Collier, do you have any questions?

Mr. COLLIER. Yes; just for clarification of the record, your association does not embrace any of the so-called supplemental carriers at all?

Mr. HARTRANFT. It does not.

Mr. COLLIER. Now, in page 2 of your statement, you say that the country urgently needs many more general-aviation-type airports, and there is no argument about that. Then it goes on to say that these are not the responsibility of local government alone.

I would just like to inject that there are those in our populace who feel that at least the Federal Government should have a very limited role in providing facilities for private and corporate airfields.

From your own information, say in the last 10 years, and I am just asking that you give me a rough estimate, what percentage of the amount of money spent for private airport facilities has been an expenditure of the local governments?

Mr. HARTRANFT. A rough figure would be something in the order of 75 percent. Of course, as we have seen in our own Washington area, private enterprise is no longer able to cope with the situation with our growth factor.

We lose airports and it has become certainly the responsibility now of the individual community to include airports under the same concept as they do street lighting, roads, sewerage if that community is to be available for air transportation.

Certainly, during the last war, we know of tungsten and many other resources that were not developed as quickly as they might have been had airport facilities been available to those areas.

Mr. COLLIER. Where you have a private facility such as I know exists in some areas and where it is not located within any particular community, or, in fact, in some cases not even within the corporate limits of a town, what generally is the means by which the surrounding communities participate in the support of an airport that is not in any one community?

Mr. HARTRANFT. Well, you will notice, I think, sir, a substantial growth in the county airports, where it becomes a county project and where the sponsoring agency is a county.

Mr. COLLIER. Is this true in the larger counties, or is this not usually unique to the smaller, less populated counties?

Mr. HARTRANFT. Well, just offhand, I have not made any study of that particular question. But recalling to mind random locations, I would not think it fell into the pattern. The county airport locations are often geared with respect to an industrial air park, and we know here in our own community of Montgomery County recently making possible a new airport site.

That site will be serving a number of facilities, the existing AEC, the Bureau of Standards are moving out in that general area, and the locations also will serve the Federal Triangle when adequate access roads are completed.

There are more general aviation aircraft, incidentally, already housed in that airport, although it has only been open a few months, than there are accommodated at Washington National.

Mr. COLLIER. You speak of the loss of the so-called private airport facilities. Is this largely a result of urban expansion and subdividing of land?

Mr. HARTRANFT. Primarily, it is the increase in real estate valuation which, in the case of renters, forces up the cost of land rentals; in the event of ownership, it is an increased tax levy which finally spells financial doom.

Mr. COLLIER. This leads to the next and final question. In surveys made to determine the establishment of new facilities, does your association work with the local communities, or what group works with the local communities in dealing with the potential zoning problems that might arise, the fear of the hazards of developing from a private field or facility near to a residential area, the noise problem which repeatedly comes up? Is there some means by which this is generally coordinated with the local residents and the local officials?

Mr. HARTRANFT. Within our own abilities, Mr. Thompson, on my right here, for instance, that is his only responsibility with our organization, he and his staff. The requirements of educating the communities to the need for airports, as you know, is a very difficult one.

It took approximately 5 years in the case of Montgomery County Airport to finally break down all of the barriers which were raised in the way of questions and objections.

An interesting sidelight on that, to show what can be done when it is concentrated upon, one gentleman in the area had a very large chicken farm and was concerned about his chickens with airplanes flying overhead. After a great deal of negotiations and education, it had a very happy result, and on the day of the dedication, that gentleman provided, without cost, all of the chickens which were barbecued for the occasion. So it can be done.

It is a tremendous job of education. It is one which I think the FAA could very well give greater assistance to. So many of us aviation people talk among ourselves too much, and not enough out in the communities where we have to be good neighbors.

Mr. COLLIER. Mr. Chairman, just one other question that comes to me. Could you tell me whether you feel the greatest need in this area would be for the purpose of improving the present or existing facilities, more so than establishing new facilities, or would it be difficult to break that down.

Mr. HARTRANFT. There is need for both, but I believe the emphasis would be on new facilities.

Mr. COLLIER. Entirely new facilities?

Mr. HARTRANFT. It is like the telephone system; the system is as good as the number of subscribers. The airplane has utility in direct proportion to the number of places one may go to conduct his business and personal affairs.

Mr. FRIEDEL. Mr. Nelsen?

Mr. NELSEN. The bill provides \$75 million a year, is that right?

Mr. FRIEDEL. Right.

Mr. NELSEN. And the \$70 million for secondary airports, that is part of the bill in addition to the \$75 million?

Mr. FRIEDEL. Yes, it is part of the bill.

Mr. NELSEN. Mr. Hartranft, it is my understanding that your recommendation is for an increase to \$100 million a year?

Mr. HARTRANFT. Yes, sir.

Mr. NELSEN. And that 25 percent be allocated of this to general aviation airports?

Mr. HARTRANFT. Yes.

Mr. NELSEN. And \$50,000 be for facilities for the secondary terminals?

Mr. HARTRANFT. Yes, sir.

Mr. FRIEDEL. Mr. Hartranft, would you give us the source of the figures on page 8, as I would like to have that inserted in the record at this point.

Mr. HARTRANFT. Yes, sir.

(The information referred to follows:)

AIRCRAFT OWNERS & PILOTS ASSOCIATION,  
Washington, D.C., May 19, 1961.

HON. SAMUEL N. FRIEDEL,  
*Subcommittee on Transportation and Aeronautics, Committee on Interstate and Foreign Commerce, House of Representatives, Washington, D.C.*

MY DEAR CONGRESSMAN: As suggested by you following the testimony of J. B. Hartranft, Jr., at the hearing on H.R. 6580 and H.R. 6608, we provide the following information on the source of figures used in the statement of the Aircraft Owners and Pilots Association.

The comparison of 1954 and 1959 FAA tower count figures appearing on page 4, was compiled by AOPA from the annually published Traffic Activity report of the Federal Aviation Agency.

The figures on page 5, summarizing the number of airports and the dollars involved in the Federal-aid airport programs for a 5-year period, were provided by the FAA's Airports Division at the request of AOPA.

The comparison of aviation activity at seven cities picked at random, used as an illustration on page 8, involves official figures taken from these sources—(Population) 1960 census figures; (Aircraft operations) 1960 FAA Air Traffic Activity report; (Air carrier passengers in and out) 1960 FAA Air Commerce Traffic Pattern report for scheduled carriers (general aviation people in and out); a 1960 AOPA estimate using official FAA operations figures and load figures voluntarily provided by a few airports for both itinerant and local flights.

We are very hopeful that your committee will do whatever may be necessary to get action by the Bureau of the Census in gathering data for a regular 5-year report on transportation by general aviation aircraft at all public-use airports where no FAA control tower is installed. Some official statistics are needed badly in this area of aviation's growth.

Very sincerely,

C. C. THOMPSON.

Mr. FRIEDEL. Now we have the pleasure of letting Congressman Utt of California introduce our next witness.

STATEMENT OF HON. JAMES B. UTT, A REPRESENTATIVE IN  
CONGRESS FROM THE STATE OF CALIFORNIA

Mr. Utt. Thank you, Mr. Chairman, and members of the subcommittee, I simply wanted to present to you Mr. William Phillips, who is a member of the board of supervisors of my county, Orange County, Calif.

He also is appearing on behalf of the National Association of County Officials, as well as on the Regional Airports Study Committee, of which he is chairman.

This committee comprises the five or six southern counties of California—Los Angeles, Ventura, Orange County, San Diego, Riverside, and San Bernardino Counties, in which there is a population of about 7 million people.

Mr. Phillips has worked in the field of regional planning for airports and other problems in a very actively growing section, and I do want to recommend to you what Mr. Phillips has to say.

Mr. FRIEDEL. We are very glad to hear from you, Mr. Utt.

**STATEMENT OF WILLIAM J. PHILLIPS, COUNTY SUPERVISOR,  
ORANGE COUNTY, CALIF., PERMANENT CHAIRMAN, SOUTHERN  
CALIFORNIA REGIONAL AIRPORT STUDY COMMITTEE**

Mr. PHILLIPS. Thank you very much, Congressman Utt, for your introduction.

My statement will be very brief, Mr. Chairman, and I should like to read it to you.

Mr. Chairman and members of the committee, my name is William J. Phillips and I am a member of the Board of Supervisors, Orange County, Calif., a county of 800,000 population located between San Diego and Los Angeles Counties, Calif.

I am also permanent chairman of the nine-county Southern California Regional Airport Study Committee; a director of the County Supervisors' Association of California and a member of its aviation committee.

I appear before you today in behalf of the National Association of County Officials, of which I am also a member, and the Southern California Regional Airport Study Committee. The National Association of County Officials represents more than 9,000 county officials in more than 3,000 counties in the United States. In addition, we have affiliated associations in 44 of the States.

The National Association of County Officials' policy statement on Federal funds for airport construction and maintenance is as follows:

**1-2. FEDERAL FUNDS FOR AIRPORT CONSTRUCTION AND MAINTENANCE**

Increasingly, county governments are assuming responsibilities for airport construction and maintenance. These airports often serve interstate travel and military needs and are quite beyond the ability of local communities to finance and maintain. We believe in the principle of Federal assistance for those airports located on the national airport plan which serve an interstate area and a national defense purpose. We favor larger appropriations for smaller airports and expanded coverage of the general aviation airport system. We strongly favor continuation of Federal assistance as specified in the Federal Airport Act as amended, and continuation of this program past its 1961 expiration date, together with the provision of sufficient appropriations to make the act effective.

Due to their current and future requirements, there is little doubt that virtually all new airports will be constructed in areas where counties now bear the local governmental responsibility. Some of these will be built and maintained by counties, however, all will have a very direct effect on the county government.

In my own State of California, approximately one-third of all the airports that are presently under the national airport plan are either owned and/or operated by the county. As you can see we are vitally concerned with the legislation you are presently considering.

We subscribe to a statement made by the chairman of this subcommittee earlier in the hearings. In essence, he remarked that the local and State governments must take the initiative in the development of

their own airport facilities. However, we must have the direction and assistance of the Federal Government to coordinate our activities with that of a planned national program.

In my own area the airport problem is the widening gap between available airport facilities and those needed to accommodate the growing demand for aviation services.

As the unsatisfied demand for services grows there is an inverse decrease in the actual safety factor. As demonstrated by my own county and the eight surrounding counties, local government is taking the initiative in many instances in solving these problems, yet we do need Federal assistance if we are to meet not only our present needs but those we foresee 20 years in the future.

We therefore request that favorable consideration be given to the enactment of the legislation embodied in H.R. 6580 and H.R. 6608.

The timelag between the decision to develop an additional airport facility and its availability for service is considerable. Where an airport has qualified for Federal assistance under the national airport plan, the facilities to be constructed often are more extensive than that which would or could be undertaken by the local government alone.

This is because the local county or city could not afford to do such a needed project without financial assistance. To adequately and properly finance their share of the program the local governments need an element of predictability that their partner; that is, the Federal Government, will be with them to the completion of the project.

Naturally, this is an assurance the Federal Government also needs. Perhaps the contract authorization provision of the bill is not the only way in which such assurance can be obtained. However, we would request that consideration be given to a possible solution of this problem.

We would particularly endorse section 2(c) providing for special authorization for general aviation airports.

I would like to present for the committee file several studies and programs illustrating that many counties are making great efforts to solve their local and regional aviation problems. This will naturally result in enabling us to meet our responsibilities to the national program.

Authority and responsibility for aviation and airports are divided among numerous individuals and organizations. From an administrative point of view, flight is the responsibility of the individual carrier or aircraft operator. Air traffic control is under the jurisdiction of the Federal Government.

Airport planning, construction, and administration are primarily matters of county, city, or private concern, although Federal standards and financing may be involved. Airport access involves Federal, State, county, and city authorities. The principal form of access is by private automobile over roads controlled primarily by local and State agencies.

As you can see, planning to meet airport facility, access, and financial requirements are extremely difficult and we encourage and commend the Federal Government for the part they have played in the past and that we are certain they will continue to play.

I appreciate the opportunity of appearing before this committee and I would be happy to attempt to answer any questions you may have, now or at the conclusion of the hearings.

I might just comment, in speaking of access, gentlemen, we have this study which you have before you, I believe, which was made by the Stamford Research Institute, and also by the regional airport study committee. This study is being financed by two nonprofit foundations, and will cost, in the eventual development which we are already on at the present time, some \$200,000 for our nine-county area.

In this, we shall attempt to predict and carry as many of the problems as we can as they apply to freeways, mass rapid transit, helicopters, and so forth, to give us a general overall plan. We do have a report which we began with most of these, which is entitled "Orange County, Its Economic Growth, 1940-80" by the Stamford Research Institute, which was prepared for my board of supervisors.

This predicts a population of 2½ million people for this county by 1980. In 1950 we only had 216,000 population. According to the latest population figures, we now have roughly 800,000. So it is pretty obvious that to keep up with this growth, land is being consumed in a hurry and airport sites are becoming much more dear in their costs.

The same thing prevails for all of California. I would like to submit for the record, for the committee's consideration, the study prepared by the Lockheed Airport Association, the planning study of airports, airways, and support facilities, and our own airport concept.

I also submit our original county progress report, which documents the growth figures.

It is quite significant that at the present time in our area, we have one airplane for each thousand population. This is tied down and registered in that particular area.

This would mean, say, 800 airplanes in Orange County. But by the year 1980, we shall have 2,500 aircraft. At the present time we have roughly 425,000 flight movements a year from our two major airports that we have. They are both general types of airports, Fullerton and Orange County Airports. Therefore, we can predict, more or less, or anticipate that by 1980, in my own county, you could see somewhere around 2 million flight movements, takeoffs and landings.

This same thing applies to all of the counties in all these particular areas.

Do you have any questions?

Mr. FRIEDEL. Thank you, Mr. Phillips.

Do you have any questions, Mr. Collier?

Mr. COLLIER. No question. I would just like to compliment Mr. Phillips on the very excellent statement and very comprehensive evaluation as it applies to county and local governments.

Mr. PHILLIPS. Thank you very much.

I would like to say one thing on this. I shall leave a copy of the foundation letters on these particular fund-providing concepts for this study. They do illustrate very carefully the type of people that are working together on it.

We have most of the bankers, the president of the Bank of America, the California Bank, the chairmen of the board of both of those banks, the Security First National, Leonard Firestone, Charles Ducommun,

and many people from all walks of life; Rabbi Magnin, Cardinal McIntyre, and so on; also J. L. Atwood. So it is an overall move from all nine counties, which will be completely put together and worked out with our mutual problems of highways and the highways in the sky.

Mr. FRIEDEL. Are there any questions, Mr. Nelsen?

Mr. NELSEN. No questions, thank you.

Mr. FRIEDEL. Mr. Jarman?

Mr. JARMAN. No, sir.

Mr. FRIEDEL. Mr. Phillips, we shall keep these in our files. We will not insert them in the record, but we shall keep them for our permanent file for future reference.

I would like to say thank you for your presentation.

Mr. PHILLIPS. Thank you, sir.

(Mr. Phillips' accompanying documents are as follows:)

THE JOHN RANDOLPH HAYNES AND DORA HAYNES FOUNDATION,  
*Los Angeles, Calif., April 28, 1961.*

HOB. WILLIAM J. PHILLIPS,  
*Supervisor, Board of Supervisors,  
County of Orange, Santa Ana, Calif.*

DEAR SUPERVISOR PHILLIPS: I appreciate your letter of April 11 describing the activities of the regional airport study committee, and transmitting a copy of a proposal for research, dated April 4, 1961, submitted by Stanford Research Institute on southern California airport requirements.

This letter will serve to notify you officially that the trustees of the Haynes Foundation authorized a grant in the amount of \$55,000 for the purpose of supporting that portion of the proposed study designated as Phase III—Finance and Administration, upon the following terms and conditions:

(1) Such grant shall be payable only after all other funds necessary to complete the total project have been received by Stanford Research Institute.

(2) The project shall conform to the methods, specifications, and outline set forth in said proposal dated April 4, 1961.

(3) The costs of the total project shall fall within the range set forth in said proposal.

(4) The grant shall be paid directly to the Stanford Research Institute when the Haynes Foundation receives assurance that all funds, other than the Haynes Foundation grant, necessary to complete the project have been received by Stanford Research Institute.

It was indeed encouraging to learn from your letter of the enthusiasm and dedication which have been manifested by the participants in this activity.

Sincerely,

FRANCIS H. LINDLEY, *President.*

SOUTHERN CALIFORNIA IMPROVEMENT FOUNDATION,  
*Los Angeles, Calif., May 5, 1961.*

HOB. WILLIAM J. PHILLIPS,  
*Chairman, Regional Airport Study Committee,  
Orange County Board of Supervisors,  
Santa Ana, Calif.*

DEAR MR. PHILLIPS: This is an official reply to your letter of April 11, although Lyman Johnson has been in touch with you from time to time.

Shortly after your letter was received, we held a meeting of our executive committee to consider your request for assistance in financing an aviation survey to be conducted by Stanford Research Institute. Because of its importance, we referred the request to a special committee composed of Charles Deto, W. Herbert Allen and, W. W. Shepherd, all members of our executive committee. These men, as you know, are well known in the field of aviation and general business.

Attached is a copy of their unanimous recommendation which has also been approved by our executive committee. If this procedure meets with the ap-

proval of the regional airport study committee, we will take immediate steps as outlined in the report.

We are offering our assistance in this aviation survey with the understanding that the Haynes Foundation has authorized a grant in the amount of \$55,000 to be paid only after all other funds, to complete the project, have been received by Stanford Research Institute. We are also in accord with the other provisions covering the Haynes Foundation grant as set forth in their letter signed by Frances H. Lindley, president, on April 28.

Assuming that our preliminary efforts are successful, we will then proceed with the active fundraising. There will, of course, be minor details which I am sure can be worked out between us, inasmuch as we are all working for a common objective.

Looking forward to your reply, I am

Sincerely,

BEN FREES, M.D., *President.*

SOUTHERN CALIFORNIA IMPROVEMENT FOUNDATION,  
*April 28, 1961.*

Report to: Executive Committee of Southern California Improvement Foundation.

From: Aviation Survey Subcommittee; Charles Detoy, W. Herbert Allen, W. W. Shepherd.

As requested by the executive committee in their meeting of Friday April 21, a luncheon meeting was held on Thursday, April 27, at which time all members were present. Dr. Ben Frees, president of the Improvement Foundation was also present. Careful consideration was given to the request from the Regional Airport Study Committee for financing an aviation survey to be made by Stanford Research Institute, estimated to cost approximately \$200,000.

The committee is in full accord with the value and importance of the proposed survey and is unanimous in its opinion that participating in it would be a proper project of the Improvement Foundation. It is the opinion of the committee that before actually beginning a campaign for funds that the regional airport study committee and the Improvement foundation should take a few weeks to determine the probable reaction to the campaign from leaders in the fields of aircraft manufacturing, air transport, general aviation and other business and industry. The attitude of the various governmental and community groups throughout southern California should also be ascertained. It was felt that to prepare a proper base for the raising of funds, the full cooperation of the regional airport study committee is essential in organizing meetings, establishing quotas and in setting up preliminary committees.

It is estimated that sufficient information can be obtained between now and June 30 to enable both groups to decide by July 1 if it is feasible and practical to undertake a vigorous campaign for the financing of the aviation survey by Stanford Research. It is understood that the Haynes Foundation will contribute approximately \$55,000 to be made available when the other funds have been secured.

If the regional airport study committee concurs with this plan, it is the recommendation of this committee that the improvement foundation appropriate not to exceed \$5,000 to defray the costs of preliminary steps. Expenses between now and June 30 would include professional services of Lyman Johnson and John French, necessary secretarial help and miscellaneous expenses in connection with numerous small meetings throughout the area at which time the importance of the survey would be presented to community and business leaders.

If the results of these preliminary efforts are encouraging and there are indications that the necessary funds can be raised before the end of the year, it is our recommendation that the foundation then offer its assistance to the regional airport study committee along the lines outlined at a meeting held between Lyman Johnson, John French, Supervisor William Phillips and Lee Lauener on April 20.

Respectfully submitted.

CHARLES DETOY.  
W. HERBERT ALLEN.  
W. W. SHEPHERD.

Mr. FRIEDEL. We shall hear now from Mr. Martin Matich, president of the Matich Corp., of Colton, Calif.

**STATEMENT OF MARTIN MATICH, PRESIDENT, MATICH CORP., COLTON, CALIF., IN BEHALF OF THE ASSOCIATED GENERAL CONTRACTORS OF AMERICA, INC.**

Mr. MATICH. Mr. Chairman, and members of the committee, my name is Martin Matich, and I am president of the Matich Corp., Colton, Calif. Our firm engages in airport and highway construction in California and Arizona.

I appear before you today as a representative of more than 7,400 of the Nation's leading construction contractors who are members of the Associated General Contractors of America. Many of these firms perform airport construction under the Federal Airport Act. We desire to go on record in firm support of an orderly, continued airport improvement program as provided by the bills under consideration here.

Recent studies and statements by spokesmen in the aviation field clearly point out the plight of the Nation's civil airports today. These are supported by Federal Aviation Agency Administrator Halaby's report of April 25 to the Congress, in which he said that 465 new airports should be built and 2,834 existing ones improved during the next 5 years.

The Associated General Contractors support, in particular, the provisions of H.R. 6580 and H.R. 6608 which increase annual Federal authorizations and extend the act through fiscal 1966. We believe these measures, introduced by Congressman Harris and Congressman Friedel, will provide the assistance and benefits which studies indicate are needed by local airport sponsors.

It is evident to all who are familiar with the technological advances of our expanded aviation industry that an accelerated airport development program is needed to keep pace with these advances. Certainly the tremendous increase in the use of jet transports points up this critical requirement.

The measures under consideration by this committee should do much to meet the need for a stronger national policy of attention and assistance to the development of adequate civil airport facilities.

It is our firm belief that the proposals before you should be enacted at the earliest possible date to permit the State legislatures now in session to pass legislation providing matching funds. Early passage of this much-needed legislation will provide strong support for the declaration of policy the Congress expressed in the Federal Aviation Act of 1958, when it stated that the promotion, encouragement, and development of civil aeronautics is in the public interest and is one of the principal duties of the Administrator of the Federal Aviation Agency.

We respectfully point out, however, that those airports which are now capable of handling commercial jets, or for which such service is contemplated, come much closer to self-sufficiency than the many small civil airports throughout the country, and we sincerely hope that you will consider this situation most seriously.

We are somewhat concerned, Mr. Chairman, about one aspect of the bills, and that is the fact that they reduce the period of availability of the funds. As we read them, if the funds are not obligated by the end of the fiscal year for which they are authorized, they are recaptured and placed in the discretionary fund.

It may not always be possible for the local sponsors to act this quickly, and we respectfully suggest that the committee might consider the procedure followed in allocating Federal-aid highway funds, where funds are apportioned to the States a year in advance and then remain available for use by the States for 3 years.

Mr. Chairman, I am cochairman of the joint cooperative committee which the AGC maintains with the National Association of State Aviation Officials, and at the 42d Annual Convention of the AGC, held last February in Boston, a resolution was formally adopted which indicates our interest and support of legislation to continue and expand the Federal Airport Act. The resolution reads:

#### AIRPORT PROGRAM

In order to provide airport facilities that can adequately service our country's expanded civil aviation industry in a manner which will promote rather than retard this important segment of our economy and which will allow the safest practicable aircraft operation at all public airports, the 42d Annual Convention of the Associated General Contractors of America, meeting in Boston, Mass., February 28 to March 2, 1961, urges the 87th Congress to enact legislation extending the Federal Airport Act. Legislation enacted should set forth the intent of Congress to establish the Federal-aid airport program on a continuing basis and to encourage local governmental units to expedite improvements to needed airport facilities.

The economy and practical accomplishments of a continuing, orderly, properly financed airport program have already, in my opinion, been very effectively demonstrated to you by representatives of the Federal Aviation Agency and the National Association of State Aviation Officials, and I bring to your attention the fact that contractors are equally affected by orderly planning.

Just as the Federal Aviation Agency and the State aviation agencies must plan and project their programs on more than a season-to-season basis, so must the contractor.

And, like the awarding agencies, the further ahead the contractor can assess his volume of work, distribution of equipment, purchase of materials and utilization of personnel, the more economically he can operate, and the better prices he can offer.

To illustrate that point, I can say without reservation that if I can, upon completion of a project, start another of comparable size within a reasonable period of time, while I still have my equipment, personnel and sources of supply mobilized, I can submit a bid on that job lower than the one I must offer if I have lost the advantage of a mobilized, well-functioning organization.

History has proved that stop-and-go or peak-and-valley construction programs inevitably cost the owner—in this case the public—substantially more than a continuing, orderly program.

The members of the Associated General Contractors of America take considerable pride in this accomplishment of the contract of construction industry, and I would like at this time to point out to this committee the proved advantages of this method of construction.

Economy, centralized responsibility and fidelity to our free enterprise system are the base upon which the competitive bid system has been built, and we are of the firm opinion that public works construction by contract is today one of the best buys the taxpayer receives for his money.

Today's high degree of competition among contractors, and the more than adequate capacity of the contracting industry to perform all proposed construction work, assure the public and the Congress of a sound investment in the proposed extension of the Federal Airport Act.

In conclusion, I should like to emphasize the importance of adequate and timely provision of airports to meet the needs of the progressive and essential aviation industry. We again urge that this much-needed legislation be enacted as soon as possible.

Mr. FRIEDEL. Thank you, Mr. Matich.

Mr. Jarman, do you have any questions?

Mr. JARMAN. No; I have no questions.

Mr. FRIEDEL. Mr. Collier?

Mr. COLLIER. No questions.

Mr. NELSEN. I have no questions.

Mr. FRIEDEL. We shall now hear from Mayor Stanley Davis, U.S. Conference of Mayors, Grand Rapids, Mich.

**STATEMENT OF HON. STANLEY J. DAVIS, MAYOR OF GRAND RAPIDS, MICH., ON BEHALF OF THE U.S. CONFERENCE OF MAYORS**

Mayor DAVIS. Mr. Chairman, members of the committee, I am Stanley J. Davis, mayor of Grand Rapids, Mich. I am appearing here today on behalf of the U.S. Conference of Mayors to support an extension of the Federal Airport Act.

The U.S. Conference of Mayors has been active in the support of Federal-local cooperation in airport development for almost 25 years. In 1938, a few months after the Civil Aeronautics Act was passed by the Congress, the conference of mayors sent a special committee to study civil airports in Europe. This special committee, upon its return, published a report which was a background for the development of civil airports here in the United States.

In 1945, the conference prepared and presented to the Congress a comprehensive review of "The Municipal Airport in the National Airport Program." In 1953, the conference presented to the Congress the documented report, "The Need for an Expanded National Airport Program." In 1958 and in 1959 we had the honor and privilege of appearing before this committee and presenting a fully documented study on the needs in support of the extension of the Federal airport program.

Mayors throughout the country have watched the Federal-aid airport program develop from an unstable and halting beginning into a reliable supplement to local action toward the construction of a safe and sound national system of airports. We mayors know that there is a joint responsibility in the development of this national system and local Government has not shirked its responsibility.

On the contrary, we are here today to assure you that we are prepared to move ahead and to urge that you act to assure local sponsors that the Federal Government will move ahead with us.

We urge a 5-year extension of the act with an annual Federal commitment of \$100 million. A law with a 5-year term will permit local government sponsors to plan ahead both in terms of financing and construction with the certainty required for major capital improvements. The amount of the annual obligation authorization which we urge is that which we believe from surveys of local plans to be necessary to meet the Federal share of project costs.

Before turning to specific items which we urge be included in the committee's consideration of H.R. 6580, I want to present our view on a matter of major importance to the continued successful operation of the Federal airport program. That is the need for a firm financial commitment over the next 5 years.

We had some 9 years' experience under the Federal Airport Act, 1946-55, when prior appropriations were required each year before local governments would know the amount of Federal funds that would be available. Local governments never knew until late in the summer each year whether the full amount authorized, or half the amount authorized, or any part of the amount authorized would in fact be appropriated.

Based on this experience, the Congress in 1955 extended the act with an amendment which authorized that a definite amount be made available each year. The appropriate agencies of the Congress, the Committees on Appropriations, and the General Accounting Office, retained full review of the program to determine that there was no abuse or deviation from the policies set forth by the Committee on Interstate and Foreign Commerce and the Congress.

In 1959 the Congress, after a full study of the operation of the act, continued the contract authority method of Federal-local cooperation for the construction of a national system of airports.

We know that these decisions by Congress in 1955 and 1959 were most helpful in our efforts and we urge that you continue this tried and proven method. We are pleased to note that H.R. 6580 would continue this method of financing which has worked so well.

The U.S. Conference of Mayors further endorses the provision of H.R. 6580 but would suggest for your consideration amendments which we feel will improve the operation of the program. Under the present law, cocktail lounges, bars, and other specifically mentioned items are excluded from project costs in determining Federal participation and we agree with this prohibition.

The Federal Aviation Agency has administered the law to give first priority to safety items. The Administrator also has the discretion under the law to assure equity to those communities who have on their own moved ahead with runways and other nonbuilding safety items to the exclusion of terminal area improvements.

We would suggest that this discretion be continued in the hands of the Administrator. We fear that the way H.R. 6580 is now written, all terminal area construction, even perhaps safety items, would be excluded from project costs.

We would endorse the proposal which others have suggested that the Federal Government supply 100 percent of the funds for housing

traffic control, weather, communications, and other Federal Government service functions, and 100 percent of funds for procurement and installation of land and devices needed for special safety aids and other requirements considered essential by the Administrator.

We would urge that this money not be taken out of the authorization for the Federal-aid airport program but be provided separately.

On behalf of the local sponsors, we most respectfully request that the law require an announcement of the allocations for the next fiscal year by the preceding January 1. This doesn't cost the Federal Government money and it provides necessary information for local sponsors' arrangements.

May we suggest one other amendment to the pending bill. That is, an authorization for the inclusion by the Administrator of the cost for work in place in those costs eligible for Federal participation if the work was done in conformance with an agreed-upon plan with advance approval of the FAA, and where such work was undertaken prior to the final execution of the grant agreement.

This would correct the dilemma faced by local airport sponsors under present arrangements. For instance, if the local sponsor has the funds to move ahead with a plan which has been agreed on by the FAA, but where final execution of the grant agreement between the FAA and the local sponsor has been delayed, beginning work must be postponed or Federal aid for the work done forsworn.

Under the amendment we would suggest the local sponsor could go ahead with his work with 100 percent of his own funds and when the grant agreement is executed, his costs would be taken into consideration in determining the level of Federal participation. This would not in any way permit the FAA or the local sponsor to proceed so as to circumvent the necessity of a final contract meeting all of the criteria of present laws and regulations.

This concludes my prepared statement on behalf of the U.S. Conference of Mayors and I would like to proceed now to discuss the airport development situation as I know it in my community.

First of all, I want to thank the chairman and the individual members of the committee for being so gracious as to extend to us in the outlands of Michigan the invitation to come down here and testify before you. We are very happy to have an occasion to visit Washington.

I would very much like to brag up our community a little bit. You know, we have been selected by *Look* magazine in the National Municipal Association as an all-American city, and we are not here looking for any kind of a handout. Our people, by a 3-to-1 majority have approved an airport building program which is going to cost \$7 million. Of these funds \$4.25 million are going to be appropriated locally and by the State.

It is going to cost the people of our city of Grand Rapids and Kent County \$4.25 million. The only thing that we are here for is for the amount necessary for us to spend to build this airport up to Federal requirements.

These regulations of the Federal Government cost us money. We would like to have help on a program by which we can plan ahead at least 5 years and make our airport as fine an airport as there is in the country.

The airport need in Michigan is possibly a lot greater than it is in most States. Michigan is peninsular. Our rail service has almost disappeared. The last depot that we had in Grand Rapids for passenger service was built a few weeks ago and it was built to be turned into an office facility in 1968.

So after 1968, we shall be without passenger service to the cities of Detroit and Chicago. Airports are going to have to take the load of passenger traffic, and we are most concerned that we have the necessary aid from the Federal Government in addition to what our own citizens will provide.

We would like it in an orderly manner. We would like to have something that we can plan on for at least the next 5 years. I wish to thank you again for the privilege of appearing here.

Mr. FRIEDEL. Thank you.

Mr. JARMAN, any questions?

Mr. JARMAN. I have no questions.

Mr. FRIEDEL. Mr. Collier?

Mr. COLLIER. Just one question, in addition to complimenting you on your fine statement, Mayor Davis.

On page 2 of your testimony, there is a statement:

We feel that the way H.R. 6580 is now written, all terminal area construction, even perhaps safety items, would be excluded from project costs.

I have read rather carefully this proposed legislation, and may I ask in what specific area does this field develop, or in what particular section?

MAYOR DAVIS. I have counsel here from the conference. I wish he would help me out.

Mr. GUNTHER. The proposal spells out in some detail what is now in the regulations of the FAA Administrator, and as we have talked this over, we have some questions as to whether the fingers, for example, which are really corridors out to where you get on to the jet, basically they are safety items, not waiting rooms; whether those would be included in it. Presently, the Administrator can include those. Whether he could if this were written in would be a question.

We are not certain what the answer is. The chairman of the committee asked the Administrator about that when he was in on the opening day of the hearing, and it was indicated there that something certainly could be worked out to make certain that blast shields could be built.

Mr. COLLIER. Does, then, the association propose to subsequently offer an amendment or clarifying language that would foreclose what is currently a problem here?

Mr. GUNTHER. Yes; we would be very pleased to do that. We have language drafted. All the organizations in the public sector of the airport program, State and local, have agreed on a proposal we would like to suggest for that purpose as well.

Mr. FRIEDEL. Any questions, Mr. Nelsen?

Mr. NELSEN. No questions, except to welcome our witness to Washington. Coming from Minnesota I certainly appreciate your compliment dealing with our sister State of Michigan. I have been there, and it is a beautiful State.

You have the right to boast, and we are happy to welcome you to Washington.

Thank you.

Mayor DAVIS. Thank you very much.

Mr. FRIEDEL. Mr. Harris, do you have any questions?

Mr. HARRIS. Mayor Davis, I would refer to your statement, which occurs, I think, on page 2:

We feel that the way H.R. 6580 is now written, all terminal area construction, even perhaps safety items, would be excluded from project costs.

As I recall, the bill would provide that the Administrator may allocate funds to 100 percent cost in connection with that part of the terminal building, or separate facilities if they so desire, for such items as control towers, communications systems, and housing for weather-reporting activities.

Mr. GUNTHER. Mr. Chairman, that is a similar question to Mr. Collier's, and the problem we found in reading the bill, it writes into the law, in effect, what is now a regulation of—in the regulation of the FAA Administrator.

We want to make certain that the provision in section 7(b)1 does not mean that a finger which, in effect, is a wall to protect the passengers from the blast from the jet, could be included if the Administrator wanted to. I think he could do it under this language.

If that is true, then we do not think there has to be an amendment.

Mr. HARRIS. Are you talking about passenger automobile parking facilities?

Mr. GUNTHER. No; item 2 itself, the next item.

Mr. HARRIS. Well, the cost of construction of any part of an airport building except such of those buildings or parts of buildings intended to house facilities or activities directly related to the safety of persons at the airport—is that what you mean?

Mr. GUNTHER. Yes. If that could include the blast fences, then we have no quarrel with the language at all. We just want to call attention to that.

Mr. HARRIS. I have been consulted about it by both the people in the Federal Aviation Agency and those with the Bureau of the Budget, as well as some of the staff at the White House regarding this program, and the intention is to permit the use of Federal funds for housing facilities for towers, communications, and weather reporting. If it were to be separate facilities, why, then, of course, it would be separate from the terminal building. If they were to be housed within the terminal building, why, then, it would go to that part of the cost.

Mr. GUNTHER. Well, I mentioned earlier that on the first day of the hearing, the Administrator had indicated that he intended to include these things, but we wanted to make certain that crash equipment, for example, has to be housed. That would relate to safety, certainly.

Then these faces and the finger walls have to be quite thick. They are just corridors out to the aircraft, as a matter of fact, now.

Mr. HARRIS. Very well, thank you.

Mr. FRIEDEL. Now we have Gen. Joseph P. Adams, executive director and general counsel, Association of Local Transport Airlines.

STATEMENT OF JOSEPH P. ADAMS, EXECUTIVE DIRECTOR AND  
GENERAL COUNSEL, ASSOCIATION OF LOCAL TRANSPORT AIR-  
LINES

Mr. HARRIS. I would like, if I might interrupt here to join the chairman and the other members of the subcommittee in extending a welcome to General Adams back to the committee. I recall with pleasure his frequent appearances before this committee when he served very ably on the Civil Aeronautics Board, and the various instances since that time.

Mr. ADAMS. Thank you, Mr. Harris. This is certainly a splendid committee to appear before, and I am happy to do so.

If my statement might be included in the record, Mr. Chairman, I shall just read from it briefly to accommodate your morning time schedule.

Mr. FRIEDEL. Thank you very much. The statement will be so included.

Mr. ADAMS. May we turn to page 2?

In previous testimony before this committee in support of Federal Airport Acts, similar to the present legislation, statements concerning the future fleet modernization of the member carriers has been described.

Today it is a fact that without exception, every member carrier has either completed its first postwar fleet modernization, completed the first step in acquisition of postwar aircraft and operating with a mixed fleet or has fixed commitments for the purchase and delivery of such aircraft during the balance of this year. Two member carriers of the association, Bonanza Air Lines and Aloha Airlines, are today the only all-turbine powered carrier operators in the world.

Now, Mr. Chairman, I shall proceed to give you several examples from specific carriers denoting our interest in this legislation.

First, Piedmont Airlines: Piedmont Airlines, with headquarters at Smith Reynolds Airport, Winston-Salem, N.C., serves 34 cities in 7 States and the District of Columbia.

The following Piedmont cities are receiving service via postwar aircraft by restricting weight and passenger loads:

Hickory, N.C.—using the best runway at Hickory the F-27 is restricted on takeoff at temperature above 25° F. For each degree Fahrenheit above 25° weight must be reduced 32 pounds. At 70° F. they lose 1,500 pounds on takeoff under a favorable wind condition.

Lynchburg, Va.—the above also applies.

The statement lists seven cities where they are presently limited.

Piedmont serves many cities where the airport has one good runway for takeoff; however, when it is necessary to use another runway, due to wind, takeoff weight must be reduced to comply with the restriction of the shorter runway.

In Lexington, Ky., on June 24, 1960, the passenger load was restricted to 31 passengers out of Louisville, Ky., on origination and out of Lexington also due to limitations imposed on landing and takeoff (runway length).

I should add that 31 passengers is of a 42 passenger capacity.

At Parkersburg, W. Va., on October 19, 1960, it was necessary to remove four passengers due to limitations imposed on takeoff (runway length).

Then the statement lists an example of what we consider a minimum operation for this type of local service.

Southern Airways, Inc., with general offices at the Atlanta Airport, Atlanta, Ga., serve 52 cities in an 8-State southern area.

Then the statement lists 13 cities on Southern's route where they are presently restricted to DC-3 type aircraft.

Then let us skip up to the Reeve Aleutian Airways, Inc., with headquarters at Anchorage, Alaska, which serves the Alaska Peninsula, the Aleutians, Shumagin, and the Pribilof Islands, Alaska.

The statement a number of towns and cities where they are restricted, even to C-46 cargo aircraft at the present time. Aloha Airlines, with headquarters in Honolulu, Hawaii, serves the Hawaiian Islands.

Now, in this case, I have copied some intercompany messages that indicate that on such and such a flight, so many passengers were unable to board because of weight restrictions.

Next, Bonanza Airlines, with headquarters in Las Vegas, Nev., serves 24 cities in 4 States.

Here again, I list a specific city and indicate the restrictions and indicate the effect that this restriction is having on economic operations. And, Mr. Chairman, that is our concern and your committee's concern, because to the extent that the operations of these subsidized carriers are uneconomical, why, the subsidy is increased in that amount. That is one of our concerns. Of course, the public interest and the public convenience and necessity are more significant.

The Association of Local Transport Airlines is particularly gratified to note the inclusion in the legislation now under discussion of Government assistance for landing aids and additional flight safety.

In this case, we list several of the factors that we consider important in that field.

In conclusion then, it is the opinion of the members of this association that passage of H.R. 6580, H.R. 6608, and related bills, is in the public interest in the broadest political, social, and economic sense.

Further, it is a necessary legislative step to insure that the encouragement and development of an air transportation system properly adapted to the present and future needs of the foreign and domestic commerce of the United States, of the postal service and of the national and civil defense continue unabated.

Mr. Chairman, if I may in 1 minute, refer to an additional carrier whose facts did not reach me in time for inclusion. But North Central Airlines, Inc., serves 61 cities in 9 States, and they have an office at Twin Cities—Minneapolis—St. Paul—Airport. In the case of this carrier they are operating a mixed fleet of DC-3's and postwar aircraft of the Convair type.

They have 19 cities certificated on their present system, where they presently are restricted to DC-3 type aircraft. Of those, three cities are presently extending airport facilities—Ironwood, Mich., Kalamazoo, and Menominee, Mich. I just wanted to add that carrier because of its significant operations in a nine-State area.

The opportunity to have appeared before this committee, Mr. Chairman, is appreciated not only by myself but by the managements of the 17 carriers of our association.

Thank you.

Mr. FRIEDEL. I want to thank you, Mr. Adams, for a very fine statement. I hope that before the House adjourns, this bill will be adopted.

Mr. ADAMS. Thank you.

Mr. JARMAN. Mr. Chairman?

Mr. FRIEDEL. Mr. Jarman.

Mr. JARMAN. General Adams, in your own opinion, is the 5-year contract authorization period essential to the development program of the airports across the country?

Mr. ADAMS. Well, Congressman Jarman, I believe that can be better answered by the civic representatives that have appeared before you.

In my capacity, I do not have the responsibility for engaging in the contracting or construction of these fields. So I believe I am not the best witness for you on that.

Mr. JARMAN. I thought perhaps in your contacts with the cities and with the general problem, you might have a position.

Mr. ADAMS. Well, I can assure you that I believe the cities universally feel that they need a longer period than a year-to-year appropriation, yes, sir.

Mr. JARMAN. Thank you very much, sir.

Mr. ADAMS. Thank you.

Mr. JARMAN. Thank you, Mr. Chairman.

Mr. FRIEDEL. Mr. Collier?

Mr. COLLIER. No questions.

But I notice, General, in your imposing statement, you indicated that this legislation was in the interest of political, social, and economic, et cetera. I am a little curious about this political interest that you mention.

Mr. ADAMS. Well, political is meant, in this sense, in the term of society; that is, our way of life. Political here, an interchange of the citizens of the country, throughout the country.

That is my concept of it.

Social, of course, is our way of life, and the airport has become, in most communities, a real hub of activities of all types, including merchandising and social affairs, as a matter of fact. The airport in many small communities has become, since World War II, one of the gathering places, you might say, of the social and political life of the community.

I think it has proven a terrific advantage to all the small communities that have an active airport.

Mr. COLLIER. General, I do not object to it. In fact, I personally have a certain political interest myself. I am just trying to fit it in with the statement, probably being a little facetious.

Thank you, Mr. Chairman.

Mr. FRIEDEL. Thank you very much.

(The complete statement of Mr. Adams is as follows:)

STATEMENT OF JOSEPH P. ADAMS, EXECUTIVE DIRECTOR AND GENERAL COUNSEL  
OF THE ASSOCIATION OF LOCAL TRANSPORT AIRLINES

My name is Joseph P. Adams. I am executive director and general counsel of the Association of Local Transport Airlines (ALTA)<sup>1</sup> with headquarters in Washington, D.C. Its membership represents a voluntary nonprofit association whose members are pledged to improve passenger travel, reduce subsidy, and strengthen member airline finances.

Specifically, I appear as general counsel of the Association of Local Transport Airlines on whose behalf I urge the passage of H.R. 6580, H.R. 6608, and related bills to extend time for making grants under the Federal Airport Act.

I am pleased to advise you that the members of this association at their quarterly regional meeting held in Washington, D.C., Friday, April 28, 1961, included the passage of the legislation described above as an agenda item and considerable time was given to a thorough consideration of the public service impact of the legislation. Following a studied discussion the members of this association unanimously voted to support passage of the legislation and on their behalf and by their direction I appear here today.

In previous testimony before this committee in support of Federal Airport Acts, similar to the present legislation, statements concerning the future fleet modernization of the member carriers has been described. Today it is a fact that, without exception, every member carrier has either completed its first postwar fleet modernization, completed the first step in acquisition of postwar aircraft and operating with a mixed fleet, or has fixed commitments for the purchase and delivery of such aircraft during the balance of this year. Two member carriers of the association, Bonanza Air Lines and Aloha Airlines, are today the only all-turbine-powered carrier operators in the world.

## PIEDMONT AIRLINES

Piedmont Airlines, with headquarters at Smith Reynolds Airport, Winston-Salem, N.C., serves 34 cities in 7 States and the District of Columbia.

The following Piedmont cities are receiving service via postwar aircraft by restricting weight and passenger loads:

Hickory, N.C.: Using the best runway at Hickory the F-27 is restricted on takeoff at temperature above 25° Fahrenheit. For each degree Fahrenheit above 25°, weight must be reduced 32 pounds. At 70° Fahrenheit they lose 1,500 pounds on takeoff under a favorable wind.

Lynchburg, Va.: The above also applies.

Piedmont serves many cities where the airport has one good runway for takeoff; however, when it is necessary to use another runway, due to wind, takeoff weight must be reduced to comply with the restriction of the shorter runway.

In Lexington, Ky., on June 24, 1960, the passenger load was restricted to 31 passengers out of Louisville, Ky., on origination and out of Lexington, also, due to limitations imposed on landing and takeoff (runway length).

At Parkersburg, W. Va., on October 19, 1960, it was necessary to remove four passengers due to limitations imposed on takeoff (runway length).

## LAND AIDS

The Association of Local Transport Airlines is particularly gratified to note the inclusion in the legislation now under discussion of Government assistance for landing aids and additional flight safety.

In conclusion then, it is the opinion of the members of this association that passage of H.R. 6580, H.R. 6608, and related bills, is in the public interest in the broadest political, social and economic sense. Further, it is a necessary legislative step to insure that the encouragement and development of an air transportation system properly adapted to the present and future needs of the foreign and domestic commerce of the United States, of the postal service and of the national and civil defense continue unabated.

The opportunity to have appeared before this committee and present this statement is sincerely appreciated by the member managements of this association.

<sup>1</sup> Alaska Airlines, Inc., Allegheny Airlines, Aloha Airlines, Bonanza Air Lines, Central Airlines, Cordova Airlines, Ellis Air Lines, Frontier Airlines, Lake Central Airlines, Northern Consolidated Airlines, Ozark Air Lines, Pacific Air Lines, Piedmont Airlines, Reeve Aleutian Airways, Southern Airways, West Coast Airlines, Wien Alaska Airlines.

Mr. FRIEDEL. The committee will now adjourn and will meet tomorrow morning at 10 a.m.

We have three other witnesses to hear from.

(Whereupon, at 12:02 p.m., the committee adjourned to meet the next day at 10 a.m.)

## FEDERAL AIRPORT AID EXTENSION

FRIDAY, MAY 12, 1961

HOUSE OF REPRESENTATIVES,  
SUBCOMMITTEE ON TRANSPORTATION  
AND AERONAUTICS OF THE COMMITTEE  
ON INTERSTATE AND FOREIGN COMMERCE,  
*Washington, D.C.*

The subcommittee met, pursuant to recess, at 10 a.m., in room 1334, New House Office Building, Hon. John Bell Williams (chairman of the subcommittee) presiding.

Mr. WILLIAMS. The committee will come to order, please.

Our first witness this morning is Mr. J. D. Durand, assistant general counsel for Air Transport Association of America.

Mr. Durand?

### STATEMENT OF J. D. DURAND, SECRETARY AND ASSISTANT GENERAL COUNSEL, AIR TRANSPORT ASSOCIATION OF AMERICA

Mr. DURAND. Mr. Chairman, I have a short statement, and I think it would be saving the committee's time if, instead of paraphrasing it, I simply read it.

Mr. WILLIAMS. All right, sir.

Mr. DURAND. My name is J. D. Durand. I am secretary and assistant general counsel of the Air Transport Association of America, which is composed of substantially all of the certificated, scheduled airlines of the United States. Our membership includes domestic trunklines, international airlines, local service airlines, all-cargo lines, helicopter carriers, and airlines that operate in the new States of Hawaii and Alaska.

The Air Transport Association welcomes the opportunity of appearing today in support of H.R. 6580 and 6608, which are identical bills. We support these bills because they would provide a continuation of the Federal Airport Act on a conservative basis, and because they would provide a program which is designed specifically to promote the safety and reliability of operations at airports.

#### H.R. 6580 AND H.R. 6608 PROVIDE FOR A CONSERVATIVE FEDERAL AIRPORT PROGRAM

The Federal Aviation Agency and the organizations representing the public airport bodies are in the best position to advise the Congress as to the airport needs of this country. The surveys made by both of these groups indicate clearly that the level of Federal aid provided for in the pending bills, \$75 million a year, is conservative and can be fully justified by the airport needs of the country.

The current national airport plan, prepared by the FAA in compliance with section 3 of the Federal Airport Act, and which covers the 5 fiscal years included in the pending bills, indicates that improvements totaling \$1,082 million are needed in our national system of airports if it is to meet the ever-increasing demands of civil aviation and the national defense.

In determining the adequacy of the level of Federal aid provided in the pending bills, however, certain reductions must be made in this total. In the first place, while this total figure reflects need for airport development, past experience shows that only about 80 percent of this development can, because of the insufficiency of local matching funds, be attained. Moreover, the total figure also includes the cost of constructing airport buildings and air traffic control towers. Under the pending legislation, with relatively minor exception, airport buildings would no longer be eligible for Federal aid, and control towers will be constructed directly by the Federal Government with funds provided outside the Federal Airport Act.

When all of these reductions are made the Federal share of construction costs under the national airport plan is reduced to approximately \$390 million. Thus, the total amount which would be provided for under existing bills, \$375 million, is clearly a supportable, conservative figure.

The level of Federal assistance provided in the bills before the committee today is conservative also, when viewed in the light of a survey made jointly by the Airport Operators Council, the American Association of Airport Executives, and the National Association of State Aviation Officials. The AOC is the national association of local public bodies which own and operate most of the principal airports in the United States.

The AAAE is the national professional society of airport managers, and the NASAO is the national organization of State aviation commissioners and directors.

The joint study of these three groups shows that, during the 4 fiscal years, 1962 through 1965, some 1,338 airports have planned developments with a total cost of \$1.1 billion; that \$583 million of this cost will become available from local and State sources; and that Federal aid is needed for the balance, \$532 million.

The scheduled airlines serve less than half of the airports involved in this survey—approximately 600 in the 48 contiguous States. However, we felt that it would be helpful to an evaluation of the level of aid provided in the pending bills to have our member airlines examine the AOC/AAAE/NASAO survey as it relates to the airports which we serve. Approximately 300 of such airports were included in the survey—substantially all of the large airports which the airlines serve.

Through the cooperation of these three organizations we obtained the completed questionnaires dealing with these airports, and asked our members to review them critically and advise whether the planned improvements were needed in the light of airline requirements.

I would like to point out there, Mr. Chairman, that all we ask our members to pass on, and all they were competent to pass on, was:

Is this particular improvement needed, so far as airline operations are concerned?

We did not, of course, raise the question of what was needed for general aviation, the private fliers, and the corporate aircraft.

We did not go into what was needed for military use, Air National Guard, the Air Force. We are only talking about airline requirements, which is just—I will not say a keyhole view—but it is certainly not the complete picture, but it is all we are qualified to pass on.

When the responses were tabulated, they showed that the industry felt that, insofar as airline requirements are concerned, it would be possible to reduce the projects planned by approximately 9 percent of the estimated costs.

The air carrier airports in the survey represent over 80 percent of the total amount of planned improvements. If we make the arbitrary assumption—and it is an arbitrary assumption—that it would be possible to reduce the overall program by 9 percent, without doing serious harm to it, the result would still be a requirement of Federal assistance, for the 4 years in question, of approximately \$480 million, or \$120 million a year.

Even if this amount is further reduced by treating airport buildings as ineligible for Federal assistance, there remains a need for Federal matching funds of approximately \$98 million a year, for each of the 4 years involved. Therefore, viewed in the light of this survey also the level of aid which would be provided under the pending bills is conservative.

Mr. WILLIAMS. Will you permit a question there?

Mr. DURAND. Yes, sir.

Mr. WILLIAMS. That estimate of \$98 million a year, is that related to only the airports which are served by airlines?

Mr. DURAND. No, sir.

Mr. WILLIAMS. You indicated that you did not take into consideration the needs of general aviation, but in this figure I presume that you do make an arbitrary estimate at least as to the needs of general aviation and include that in your overall estimate, is that correct?

Mr. DURAND. Yes, sir.

I do not think the approach that we used here is scientific to the nth degree, but what we did was take the airports that we serve out of the total survey, and our airlines looked at those airports and said that, for our requirements, we think the airport could get along with 9 percent less than was asked for over that period.

Now, if you make a similar reduction across the whole survey, you would still come out with a requirement of almost \$100 million a year.

Mr. WILLIAMS. What are you taking as the basis for that, the NASA study?

Mr. DURAND. Yes, sir.

Mr. WILLIAMS. Now, of this \$98 million that you have suggested that there is a need for each year, how much of that should be channeled into general airports and how much into regular carrier airports?

Mr. DURAND. I do not think I could answer that, sir. I can say this: That according to the tabulations which we made, the airports which have air carrier service, as well as general aviation and military service, were scheduled under the AOC/AAE/NASAO survey to get about 80 percent of the total improvements, so, possibly, you could

take 80 percent of the \$98 million. I would have to doublecheck that, but I think that is right.

Mr. WILLIAMS. That is all right. As I understand it, you took the NASAO survey as a basis for your estimates here?

Mr. DURAND. And scaled it down slightly.

Mr. WILLIAMS. And scaled it down?

Mr. DURAND. According to our critical view and then arbitrarily applied that across the board. I do not defend that as being anything but a very broad brush treatment. But I think the important thing is that it shows that even if you do that, the amount that is produced, even after you take terminal buildings out, which many believe should not be taken out, is a figure higher than the proposed legislation before the committee.

H.R. 6580 AND H.R. 6608 PROVIDE A PROGRAM DESIGNED TO PROMOTE SAFETY AND RELIABILITY OF OPERATIONS AT AIRPORTS

The bills before the committee today are clearly aimed at a program designed to promote the safety and reliability of aeronautical operations at airports. We strongly endorse this objective.

Sections 4, 5, 6, and 7 of the bills relate directly to the promotion of safety and reliability of airport use. Section 4 provides, in effect, that the Administrator shall not approve an airport project unless the airport in question either is equipped with required landing aids, taking into account the category of the airport and the type and volume of traffic utilizing it, or the airport operator has included in his application for Federal funds provision for the installation of such aids.

Section 5 specifies what landing aids will be required and provides that the maximum Federal share of the cost of installing such aids shall be 75 percent—rather than the 50-percent limitation applicable to other eligible airport improvements. The relationship between landing aids and the safety and reliability of aeronautical operations at airports is self-evident, and we support the emphasis which this section places on the provision of these facilities.

Section 6 provides, in effect, that an airport operator desiring Federal assistance in the development of the airport, will furnish, without cost to the Federal Government, such areas of land or such rights in airport buildings as the Administrator may consider necessary to enable the Federal Government to construct control towers and other facilities needed for air traffic control activities, and weather reporting activities and communications activities related to air traffic control.

In other words, direct construction of these facilities by the Federal Government is contemplated, with the airport operator furnishing such land or such rights in airport buildings as are necessary for this construction. We support this provision of the legislation because we believe it provides for a more efficient use of Federal funds than is now the case.

It will permit the Federal Government to construct facilities designed to meet the special needs of the services involved, and to obtain all the economies which uniformity in planning and design will produce. Furthermore, and more importantly, it will permit the Federal

Government to make the decision as to when such construction is needed, based upon the aeronautical use of the airport, rather than partly upon this basis but principally upon the ability of the airport operator to supply matching funds. Thus, the safe and reliable use of the field will be the prime consideration.

Section 7 of the pending bills would eliminate, as an eligible project cost, the construction of any airport building, or part thereof, except those buildings or parts of buildings intended to house facilities or activities directly related to safety of persons at the airport—such as crash and firefighting activities. The principal effect of this section is to disqualify terminal buildings as projects eligible for Federal support.

This is, for all practical purposes, the situation which now exists under the Federal Airport Act, as amended in 1959, and as interpreted in regulations of the FAA. For example, in fiscal years 1960 and 1961, out of a total available appropriation of \$126 million, the FAA allocated only \$471,000 for airport terminal building construction.

We support this emphasis on projects which contribute to the safety and reliability of an airport. However, in view of the rather strict provisions contained in the present act and the stringent regulations which the Administrator has adopted, we have doubts as to whether there is need for the flat disqualification of terminal buildings contained in section 7.

Conceivably, a case could arise where an airport has provided all of the landing aids which the FAA considers necessary, and needs assistance in constructing a terminal building. If the airport is located in the extreme northern portions of the United States, a building to provide shelter for the users of the airport is indispensable. In such a case—and, admittedly, it would be an exceptional one—it would appear that the Administrator should have discretion to determine whether or not Federal assistance should be forthcoming.

Accordingly, we believe that the committee should consider whether the present provisions of the Federal Airport Act relating to terminal buildings, which were added to that act by the extender act of 1959, should not be retained, with such amendments as are required by other provisions of the pending bills.

#### PROVISIONS OF SPACE FOR FEDERAL INSPECTION AGENCIES

Under existing statutes the various inspection agencies of the Federal Government have no authority to contract and pay for space in airport buildings. I am referring to the Bureau of Customs, the Immigration and Naturalization Service, the Public Health Service, and the Department of Agriculture.

These agencies perform a purely governmental function, designed to protect the security, health, and welfare of the Nation. They offer no special benefit to the airport or any of its tenants or to the traveling and shipping public. Yet, under existing law, this governmental function can only be performed at airports where space and facilities are provided at no expense to the Federal Government.

The result is that these costs, which are very substantial and which are rapidly increasing as the special requirements of the Federal in-

spection agencies increase, are borne by airport tenants, principally by the airlines.

When the 1959 bill, which extended the Federal Airport Act, was before this committee, this problem was considered by the committee and it was concluded that the Federal Government should pay the full cost of the space needed by Federal inspection agencies. At page 11 of the committee's report (Report No. 93, to accompany H.R. 1011, 86th Cong., 1st sess.), the committee stated:

The committee amendment authorizes Federal grants up to 100 percent of the cost of providing needed space for use for Federal agencies. This includes space needed for customs and immigration inspections, and other essential Federal activities. This will meet a need called to the attention of the committee during the hearings by witnesses representing airport operators.

We agree that it should be the responsibility of the Federal Government to pay for space needed by these inspection agencies.

We are informed by the representatives of the airport operators that, from an airport planning point of view, a more practical way of accomplishing the result would be to authorize the various inspection agencies to contract with the airport operator for space needed and to pay for that space. Congress has already given such authority to the Post Office with respect to airmail field post offices.

If similar authority is given to the Federal inspection agencies, airport operators will be in a position to undertake whatever construction is needed to provide space for those agencies and then lease it to them at rentals which will amortize the cost. In this way these agencies will be able to obtain adequate space, constructed to meet their special needs.

We support legislation which would grant this authority to the Federal inspection agencies. From a legislative viewpoint, it probably would be more desirable to include this grant of authority by amendment to the Federal Aviation Act, rather than an amendment to the Federal Airport Act, since the latter act has a termination date.

There is attached to my statement a suggested draft of amendment to the Federal Aviation Act, which would accomplish this result. We urge its favorable consideration by the committee.

#### NEED FOR REGIONAL AIRPORTS

In its consideration of legislation to extend the Federal Airport Act, I believe the committee will find of interest a statement of policy issued on May 2, 1961, jointly by the Administrator of the Federal Aviation Agency and the Chairman of the Civil Aeronautics Board, expressing the increasing concern of those agencies over the establishment of separate air carrier airports in cities sufficiently close to be served through one airport. The text of their joint policy declaration is attached to my statement. With the chairman's permission, I should like to read it.

The Federal Aviation Agency and the Civil Aeronautics Board today jointly issued the following statement of policy with respect to the use and development of air carrier airports:

"The Federal Aviation Agency and the Civil Aeronautics Board have become increasingly concerned over the establishment of separate air carrier airports in cities sufficiently close to be served through one airport. The use of two or more airports by the scheduled airlines in serving an area in many instances tends to diminish the services to each airport and increase the cost of air trans-

portation. The concentration of the services provided to an area through the use of one airport will often improve the service offered by both scheduled airlines and general aviation. However, this would never be accomplished in such a way as to compromise the safety of either scheduled air transport or general aviation.

"From the point of view of the Civil Aeronautics Board, scheduled airline service into two separate airports that are reasonably adjacent often results in a deterioration of the quality of airline schedules to the area. In many cases, without substantial inconvenience to the air passengers, they could be served through a single airport, resulting in improved scheduling, better quality of service through the use of larger equipment, and an overall improvement in air service to the area.

"The Federal Aviation Agency and the Civil Aeronautics Board agree that the use of a single airport serving adjacent communities, where such action may result in a saving both to the Federal Government and the locality served, as well as improving the air service to the area, should be an increasingly important factor in considering applications for Federal funds for airport construction purposes and applications for certificated airline service.

"N. E. HALABY,

*Administrator, Federal Aviation Agency.*

"ALAN S. BOYD,

*Chairman, Civil Aeronautics Board."*

The airline industry shares the concern expressed by Mr. Halaby and Mr. Boyd. We believe that if, in the granting of funds under the Federal Airport Act, this policy declaration is closely followed, a better national system of airports will be developed and communities will receive better air service. Implementation of this policy will require consultation between the FAA and the CAB prior to the granting of Federal funds for airport development.

Accordingly, we urge that, in its report on the legislation before it, the committee expressly approve this statement of policy, and state its desire that the policy be carried out. We urge also that, in its report, the committee indicate its expectation that the Administrator will consult with the Civil Aeronautics Board, prior to granting Federal funds for airport construction, in order to insure that such grant is in accordance with the joint policy declaration.

Mr. WILLIAMS. Thank you very much, Mr. Durand.

You have made some suggestions here for amending the Federal Aviation Act, and also for some language which you feel should be written into the report on this legislation in the event the committee should report the legislation favorably.

We appreciate your suggestions and, of course, the committee will give due consideration to them.

I would like to ask you one question in regard to the responsibility or obligations of the airlines with respect to the cost of building these facilities.

In what way do the airlines contribute to defraying the cost of airport operation and construction, if any? Of course, I realize you have indirect ways of doing that. You have your landing fees, for instance?

Mr. DURAND. Yes.

Mr. WILLIAMS. Could you cover, to some extent, the way the airlines, through such indirect methods, actually contribute to the cost of these airports?

Mr. DURAND. Yes, sir. I will be very happy to try to do that.

The airlines make substantial payments for the use of airports. They are, in a sense, one of the airport tenants, and they pay for

various facilities which the airport provides. The payments take a number of different forms. For the use of the landing area and related services the airlines pay landing fees.

I anticipated the committee would be interested in this subject, so, before I came up, I went through the official reports which the carriers file with the Civil Aeronautics Board, and I got the landing-fee figures and other airport charge figures for 1960. For 1960 the domestic trunklines and the local service airlines paid landing fees in the amount of \$20,600,000 for the airports which we use.

Another form of payment that the airlines make to airports is the rental payment for the ticket-counter space in the terminal building, for airline-occupied space for flight dispatch and crew rooms and airline operations offices, and any other space that we occupy in the terminal building. For space in terminal buildings, and other airport buildings, the airlines paid rent in 1960 of \$25 million.

Now, there is perhaps one other figure that should be considered. Airlines have maintenance facilities on airports, as, for example, Eastern Airlines on the International Airport in Miami. For that type of space the airlines paid last year a total rent of approximately \$10 million. All of this comes to a total, Mr. Chairman, of \$55 million in 1960.

I understand from my work with the airline lease negotiators that next year this figure is going to be considerably higher. These fees are going up quite rapidly every year.

Mr. WILLIAMS. Mr. Durand, you do not contend that these federally sponsored, federally financed airport programs, even though they are joint operations with the local communities and the Federal Government, are not, in fact, and to a certain degree, a subsidy which is enjoyed by the airlines?

Mr. DURAND. I would like to answer that question, Mr. Chairman, by saying that it is our view that it is the intention of this committee and the intention of Congress that funds allocated for airport development in the various communities of the United States are true grants-in-aid.

Mr. WILLIAMS. Yes.

Mr. DURAND. And they are not to be recovered from the airport operator or from the aeronautical users of the airport. I would not say that it was a subsidy to the airlines. I would say that it was Federal assistance to the community in providing a system of national airports.

Mr. WILLIAMS. Of course, you would not say that it was subsidy to an airline, but the fact is, that is what it is, is it not, for right or for wrong?

I do not say that it is not necessary. For right or for wrong, that is what it amounts to: That the Federal Government is actually providing facilities for the operation, or to assist in the operation, or make possible the operations, of the airlines, and the airlines themselves are not taxed for the cost of those facilities.

Mr. DURAND. The airlines pay—

Mr. WILLIAMS. I am trying to get this. Here is what we are up against every time we go back to our districts.

People come to us and say:

We think the Federal Government ought to build us a railroad terminal building. You built the airline a big terminal building out here. We think that the Federal Government should build our railroad a track, give us the land for the tracks, and not permit that to be taxed.

They say that this is unfair competition on the part of the airlines. The bus and the trucking people will tell us:

"Now, of course, we use public highways, but there are taxes which are imposed against us which make us pay our proper share of the cost of those highways," and they can make a pretty good argument on those things.

Now, in what way are the airlines shouldering their responsibilities toward paying for the cost of this?

Mr. DURAND. Well, let me go back just a little, Mr. Chairman. I think the analogy that you stated, or the statement that the railroads make, is unfair—

Mr. WILLIAMS. I do not say that the railroads themselves say that. I am speaking of constituents.

Mr. DURAND. All right, sir.

Mr. WILLIAMS. They are the ones who bring up the subject.

Mr. DURAND. That statement misses a point. First, the railroad terminals are used exclusively by the railroads and the railroad right-of-way is used exclusively by one railroad or by arrangement with several railroads on a reimbursable basis.

They are not public facilities. Airports are. As I pointed out in my statement, the Federal Government, the FAA has offices there and operations there. Its own aircraft use the airport. The military uses the airport a considerable amount. General aviation uses it. The airlines use it. So it is, in truth, a public facility, and sometimes airline operations are penalized because of the other use.

It would be a fine thing if the industry were financially strong enough to own its own airports, but it is not and in the foreseeable future it will not be. But from a purely operational point of view it would probably make a much nicer operation if we did not have to share the airport with many, many other users.

I believe by actual control tower count of aircraft landing and taking off, and this is not people landed or taken off, we are a minority user, a fact which came as a surprise to me and it does to many people.

I am not sure what the percentage of airline use is. It is somewhere in the area of 25 percent of landings and takeoffs.

So it is a purely public facility that is being provided, and the Federal Airport Act says so. Now, the element that the Federal Government puts into the airport through the grant-in-aid is there because the Federal Government realizes the value of the airport to the community and to the public.

The local community also supplies money through tax revenues or through bond issues, and we negotiate with the local community rentals and charges to pay for our use of the field.

I am happy to say that airports are more and more becoming self-sustaining and no longer have to look to the local community for assistance.

Mr. WILLIAMS. The House has just passed a bill extending the Highway Construction Act, which would result in an increase in the

gasoline tax and the tax on tires and so forth for all of the users of the highway. While this committee does not have authority to impose a tax of any kind, what would be the attitude of the airlines toward assuming a tax obligation on their fuel or on their tires or their equipment to help pay for this type of program?

Mr. DURAND. Of course, we presently pay a tax on aviation gasoline.

Mr. WILLIAMS. What is the tax on aviation gas?

Mr. DURAND. We pay four cents and receive a refund of two cents, so our net tax is two cents per gallon.

Mr. WILLIAMS. The net tax is two cents?

Mr. DURAND. Yes, sir.

And we do pay the taxes on tires and tubes. They are not exempt just because they are airline tires and tubes. They bear a tax. I think it is not at the same rate as highway truck tires; I think it is a lower rate; but we pay the same tax that the private automotive driver pays on his tires and tubes, except that ours are a lot more expensive so we pay more tax.

It is the position of the airline industry, which was stated yesterday by Mr. Tipton, president of the association, before the Ways and Means Committee, that we cannot pay additional taxes on fuel at this time because of the very, very serious financial condition of the industry.

And I believe that the Chairman of the Civil Aeronautics Board is appearing before the Ways and Means Committee this morning to testify on that subject. We simply cannot pay more taxes at this time.

Mr. WILLIAMS. I was not trying to embarrass you by asking the question. I am exploring, trying to find what the true situation is.

Mr. Collier?

Mr. COLLIER. First, let me ask, Mr. Chairman, how many witnesses do we have?

Mr. WILLIAMS. We have three this morning. There are two more.

Mr. COLLIER. I direct my questions to the close of your statement and particularly the incorporation of the release of Mr. Halaby and Mr. Boyd with regard to the establishment of airports in given areas.

In the establishment of regional airports, I have observed in some areas myself that there are two and three, sometimes four facilities, that probably could be combined into a central facility, and, apparently, it is the thought of the administrative agencies to do something about this.

Will you tell me, in your opinion, what has caused, or what is the main cause of this separation of facilities?

Mr. DURAND. Well, I think one of the principal causes has been the desire—a very understandable one—of the local communities to obtain the benefits of air service close to the city, and that desire has expressed itself in two ways. The community has dug up money, airport funds, and has come to the FAA for a Federal grant and has built an airport. Then, having an airport, it is in a good position to go to the Civil Aeronautics Board and say:

“We now have an airport. We want you to certificate airline service into this airport.”

The Board, of course, wants to develop a complete air transport system, and sometimes, in the judgment of some airlines, service is certificated to a point which is too near another point.

There are examples, particularly in the local service field, of certifying service to points that are as close as 30 miles apart. You just cannot operate efficiently and economically to or between airports that close.

That is really what we are getting at here. The community would benefit, the Federal Government would benefit, and, incidentally, the airlines would benefit.

Mr. COLLIER. Do you have any reluctance to indicate, say, three or four such places where this situation presently exists, where, perhaps, an area could be adequately served by one facility?

Mr. DURAND. I have no reluctance, sir, but I do not have the information with me.

Mr. WILLIAMS. Dallas and Fort Worth would be a good example.

Mr. DURAND. That is not exactly what I was talking about. Those are two cities with a lot of local pride resulting in a situation that is not a good one.

I was thinking primarily of smaller communities. I have, in my files, letters from local service airlines primarily which list specific instances in which this has taken place. I would be very happy to supply for you and the committee record a list of those cities, showing how close together they are, and so forth.

I can't do it from the top of my head.

Mr. COLLIER. I would be personally interested in having that because as this program progresses, I think it would be a good guideline by which we were perhaps not familiar with a given area but would at least have some indication as to whether the moneys made available by the agency are entirely necessary, based upon the existing facilities.

Just one other question, perhaps not a question, perhaps more in a vein of an observation.

I certainly understand the purpose of the statement of the Administrator. At the same time I wonder if there should not be a survey made to paint up these areas and to use, again, I say, this as a guideline for the extension of assistance, because, as you know, you get into an issue with a real political impact. If a given community makes a request for assistance where the local sponsors have done their job, then, of course, the refusal to grant, in spite of the fact that there may be adequate existing facilities, creates a problem, probably because the first fellow coming in squawking would be a Congressman if the grant was not made to someone in his district.

Would you say that a survey of this nature should be made with the thought, perhaps, of even eliminating existing facilities where there should be a centralization of the facility?

Mr. DURAND. Yes.

I have to speak personally on this because I have not discussed it with our membership. But I personally think it would be a splendid idea. Both Mr. Boyd and Mr. Halaby are very much concerned with this problem.

I have heard them make separate statements of their concern about it, and they, of course, issued their joint statement. That is the first time I have ever seen anything like that.

I think that if this committee requested them to make that survey and develop a standard, that they would be very happy to do it.

This is perhaps a little presumptuous of me, but I believe they would, and certainly the airline industry would be very happy to participate in any such survey and work on developing a standard.

Mr. COLLIER. I would certainly think that while the statement is meritorious, that unless it is supported with a definite program to reach some remedy for the problem, then, of course, we have not accomplished anything. That is all I have, Mr. Chairman.

Mr. WILLIAMS. Mr. Durand, one question.

Do you know how much the airlines pay in gasoline taxes every year?

In other words, how much revenue the Federal Government gets from that tax?

Mr. DURAND. I am informed, sir, that last year it was in excess of \$17 million.

Mr. WILLIAMS. How much?

Mr. DURAND. \$17 million.

Mr. WILLIAMS. That is from the airlines alone?

Mr. DURAND. Yes, sir.

Mr. WILLIAMS. That same tax is imposed against general aviation operations?

Mr. DURAND. That is correct.

Mr. WILLIAMS. The cost of this program is some \$375 million, I believe, from the Federal Government over the next 5 years, which is close to \$1 billion when you include local funds.

Mr. DURAND. Yes, sir.

Mr. WILLIAMS. Now, \$17 million a year appears to me to be just a drop in the bucket, however, when you compare it with the costs of building these airports, with the costs of operation of all of the navigational aids and air traffic control facilities, and other facilities which are made available to the airlines.

However, I recognize also that the Congress has a very definite responsibility to develop all modes of transportation to the fullest extent possible.

I presume that the problem of where you stop subsidy and start requiring payment is our headache and not yours to solve. We will do the best we can.

Mr. DURAND. May I add one thought, Mr. Chairman?

I think there is one segment which pays to the Federal Government for the privilege of being transported which should not be overlooked, and that is the passenger, the airline passenger.

Since 1941, he has been paying a transportation tax varying from 15 to 10 percent, at present.

Mr. WILLIAMS. That is a good point. How much does the Federal Government realize in revenue from that tax, do you know?

Mr. DURAND. From airline passengers, in the last fiscal year the tax produced between \$165 million and \$170 million. If it has any justifiable basis at all, it would be that it can be regarded as a tax for the use of transportation services.

Mr. WILLIAMS. That puts the airlines in a more favorable light with respect to the assumption of their responsibility in this field.

Mr. DURAND. Yes, sir.

Mr. WILLIAMS. Thank you very much.

(The following additional information was later received from Mr. Durand:)

AIR TRANSPORT ASSOCIATION OF AMERICA,  
Washington, D.C., May 16, 1961.

HON. JOHN BELL WILLIAMS,  
*Chairman, Transportation and Aeronautics Subcommittee, Committee on Inter-  
state and Foreign Commerce, House of Representatives, Washington, D.C.*

DEAR MR. CHAIRMAN: At the conclusion of the Air Transport Association's testimony last Friday, on bills to extend the Federal Airport Act, Mr. Collier requested that the committee be furnished with a list of certificated airline points in the continental United States where the distance between airports is small enough so that better service would result if a regional airport were used instead of dividing the airline service between the two certificated points.

We are pleased to supply the committee with a tabulation, prepared by the Civil Aeronautics Board, of certificated points where the distance between the airports through which those points are served, is within a 25-mile radius. We would like to emphasize that this list was compiled as of December 1, 1960, and that the CAB has advised that there are a number of additional proximity situations which are not reflected in the list.

We respectfully submit that this list eloquently demonstrates the need for the insistence by the Congress that, in administering the Federal airport program the FAA, in consultation with the Civil Aeronautics Board, give careful attention to the regional airport concept.

Very truly yours,

J. D. DURAND.

*Certificated points in continental United States where the distance between airports is within a 25-mile radius as of Dec. 1, 1960*

City and State	Airport	Miles between airports	Carriers
El Dorado, Ark.	Goodwin Field	24	Trans-Texas.
Magnolia, Ark.	Municipal		
Decatur, Ala.	Pryor Field	20	Southern.
Huntsville, Ala.	Municipal		
Burbank, Calif.	Lockheed	18	Bonanza, Pacific.
Los Angeles, Calif.	International		
Long Beach, Calif.	Municipal	17	United.
Los Angeles, Calif.	International		
Modesto, Calif.	Municipal	24	United.
Stockton, Calif.	Stockton Field		
Monterey, Calif.	Peninsula	15	United.
Salinas, Calif.	Municipal		
Oakland, Calif.	International	12	American, Pacific, Trans World, United, West Coast, Western.
San Francisco, Calif.	do.		
Red Bluff, Calif.	Bidwell	24	Pacific.
Redding, Calif.	Municipal		
Bridgeport, Conn.	do.	15	Allegheny.
New Haven, Conn.	do.		
Fort Lauderdale, Fla.	Broward County	19	Delta, Eastern, Mackey, National, Northeast, Northwest, Trans World.
Miami, Fla.	International		
St. Petersburg-Clearwater, Fla.	Clearwater International	11	Eastern, National, Northeast.
Tampa, Fla.	International		
Kokomo-Logansport-Peru, Ind.	Kokomo Municipal	21	Lake Central.
Marion, Ind.	Municipal		
Marion, Ind.	do.	23	Do.
Muncie, Ind.	Muncie		
Augusta, Maine	State	17	Northeast.
Waterville, Maine	Municipal		
Brunswick, Maine	do.	21	Do.
Lewiston-Auburn, Maine	do.		
Brunswick, Maine	do.	25	Do.
Portland, Maine	do.		
Boston, Mass.	General Logan	25	Do.
Lawrence, Mass.	Municipal		
Fitchburg, Mass.	do.	21	Do.
Worcester, Mass.	do.		
Battle Creek, Mich.	Kellogg	17	North Central.
Kalamazoo, Mich.	Municipal		
Joplin, Mo.	do.	24	Ozark.
Pittsburg, Kans.	Atkinson Municipal		
Boulder City, Nev.	Boulder City	19	Trans World.
Las Vegas, Nev.	McCarran Field		
Concord, N.H.	Municipal	19	Northeast.
Manchester, N.H.	Grenier Field		
Greenfield, Mass.	Orange Municipal	23	Northeast.
Keene, N.H.	Dillant-Hopkins		
Lawrence, Mass.	Municipal	22	Northeast.
Manchester, N.H.	Grenier Field		
Malone, N.Y.	Malone-Dufort	25	Eastern.
Massena, N.Y.	Municipal		
Newark, N.J.	do.	16	American, Capital, Eastern, Trans World, United.
New York, N.Y.	LaGuardia		
Newark, N.J.	Municipal	21	National, Trans World, United.
New York, N.Y.	International		
Greensboro-High Point, N.C.	Greensboro-High Point	16	Capital, Eastern, Piedmont.
Winston-Salem, N.C.	Smith-Reynolds		
Lancaster, Pa.	Municipal	25	Eastern.
Reading, Pa.	do.		
Philadelphia, Pa.	International	25	Allegheny.
Wilmington, Del.	New Castle County		
Greenville, S.C.	Municipal	22	Eastern, Southern.
Spartanburg, S.C.	Memorial		
Dallas, Tex.	Love Field	12	American, Braniff, Capital, Continental, Delta, Trans-Texas.
Fort Worth, Tex.	Amon G. Carter		
Newport News-Hampton, Va.	Patrick Henry	23	Capital, National, Piedmont.
Norfolk, Va.	Municipal		
Burlington, Vt.	do.	24	Eastern.
Plattsburg, N.Y.	do.		

Source: Routes Division, B-71, Dec. 1, 1960.

Mr. WILLIAMS. Mr. Herbert Godfrey, president of the Airport Operators Council.

**STATEMENT OF HERBERT C. GODFREY, JR., PRESIDENT, AIRPORT OPERATORS COUNCIL AND DIRECTOR, HILLSBOROUGH COUNTY AVIATION AUTHORITY**

Mr. GODFREY. Thank you, Mr. Chairman.

Mr. Chairman and members of the committee, my name is Herbert C. Godfrey, Jr. I am the director of the Hillsborough County Aviation Authority in Tampa, Fla. We operate Tampa International Airport, which is the second busiest airline airport in Florida, and two airports serving general aviation exclusively—Peter O. Knight Airport and Plant City Airport, both in Hillsborough County. My statement before you today, however, will be in my capacity as president of the Airport Operators Council, of which I am also a director.

The Airport Operators Council is a nonprofit trade organization comprised of the organization and agencies which own or operate the principal airports of the 50 States and Puerto Rico which are served by the airlines. In addition, we operate many general aviation airports for our communities. AOC member airports serve over 75 percent of the U.S. domestic scheduled airline enplaned passengers and nearly 100 percent of the oversea and international enplaned passengers. Approximately half of the AOC members are municipal, county, or State departments and the others are comprised of authorities, boards, commissions, and other forms of management.

Although the council includes several non-U.S. members, one privately operated, and one federally owned airport, in accordance with our bylaws, only U.S. members have participated in the preparation of this statement and the deliberations leading thereto, and we are speaking only on behalf of our local, county, and State public agency members.

Mr. Chairman, the Airport Operators Council heartily supports the purpose and intent of H.R. 6580 introduced by Congressman Harris of Arkansas, and its companion bill introduced by Congressman Friedel of Maryland, each of which would extend the Federal Airport Act, increase the level of the program, and make certain other changes.

We are greatly heartened not only by the fact that sponsorship of this proposed legislation has strong backing by Members of the Congress of both parties, but also because the administration also wholeheartedly supports the continuation of this program for airport development. This, we believe, further emphasizes the wisdom of this committee and the Congress on previous occasions when airport legislation has been considered by it.

The Congress and this administration have consistently recognized the Federal responsibility for the development of an adequate system of public airports to meet the needs of the Nation's economy, welfare, and defense. The Civil Aeronautics Act of 1938, the Federal Airport Act of 1946 and the Federal Aviation Act of 1958 all express the will of the Congress and place upon the executive branch the responsibility and authority for the development of civil aeronautics and air commerce—including airports.

The distinguished chairman of the Interstate and Foreign Commerce Committee has clearly recognized this Federal responsibility in past public statements when he said that:

The Federal Airport Act, by providing Federal funds to match local funds, has provided the country with a national airport system, essential to the commerce of the United States and vital to national defense. By providing funds for the sponsor's contributions, local taxpayers have performed a great national service. We should not, therefore, saddle the local taxpayers with the entire burden of providing airports for the jet age.<sup>1</sup>

The Federal Airport Act of 1946—the administration of which is now the responsibility of the Administrator of the Federal Aviation Agency—requires him to prepare annually a national airport plan specifying projects—

*necessary to provide a system of public airports adequate to anticipate and meet the needs of civil aeronautics.*

The Administrator recently submitted his 1961 plan which shows a 5-year airport development need for well over \$1 billion.

It also authorizes the Administrator (within the limits of amounts authorized or appropriated by the Congress) to make grants of funds to sponsors for airport development:

*In order to bring about \* \* \* the establishment of a nationwide system of public airports adequate to meet the present and future needs of civil aeronautics (sec. 4). [Italic supplied.]*

Please note that the law says a "system of public airports," not just runways as some propose that it be interpreted.

In 1946, when this act was passed, there were already numerous State and municipal airports throughout the country. The purpose of the act was to encourage their development and improvement as well as to encourage the establishment of new airports. The National Airport System was to be effectuated by cooperation between the Federal Government and the States and their municipalities. While the ownership and operation of the airports was to remain in the States and municipalities, the costs of all necessary future additions, extensions, and improvements were to be shared.

By the adoption of the act, the Congress recognized that a sound civil aviation system is essential to the well-being of the country; that airports are an integral part of air transportation; and that the State and municipal airports are not mere local improvements important only to local residents but are of direct importance and concern to the Nation.

Under the share-the-cost plan embodied in the Federal Airport Act, a great system of modern airports is being developed. It is, however, one which may quickly become inadequate and obsolete by reason of increases in the volume of air traffic, increases in the size of aircraft and changes in aircraft design and methods of propulsion. It is only by the continued expenditure of large sums—both local and Federal—for extensions, additions, and improvements that the national airport system can keep pace with the growth and development of air transportation and be kept adequate to meet the needs of civil aeronautics.

The capital expenditures which will be required during the next 5-year period are greatly in excess of the State and local funds which

<sup>1</sup> Address by the Honorable Oren Harris, Member of Congress, before the Aero Club of Washington, Nov. 25, 1958.

will be available, including revenues derived from user charges and other airport sources. Unless the Federal Government contributes its fair share, the national airport system will become the bottleneck of future air transportation in this country.

A sound civil air transportation system is as vital to the national economy, both in time of peace and in time of war, as is a sound industrial system. A national and international air transportation system without adequate airports at which aircraft can land and take off and at which passengers and freight can be adequately accommodated would, indeed, negate all the technological advances in the aircraft; in the navigational and communications facilities; and in the air-traffic control and airways system.

If we are to have an efficient system planning of air transportation in this country we must integrate in our thinking not only how the aircraft are going to speed safely through the air at subsonic or supersonic speeds, but we must also include how they are going to get loaded, unloaded, takeoff and land and maneuver on the ground.

Delays in the air are frequently caused by delays on the ground. And delays on the ground can result from inadequate passenger and baggage handling facilities and from inadequate ramp space just as much as it can from inadequate runways and taxiways.

We believe, therefore, that among the compelling and urgent reasons both for the continuation of the Federal airport program and for a substantial increase in its level, are the following:

First: Stability in civil airport development will be lost unless H.R. 6580, or one very closely resembling it, becomes law.

Second: The national and international character of air transportation, its importance to our national economy and civil defense, and the role of airports as an essential adjunct to our Federal airways system, all require that the Federal Government provide adequate financial contribution to assure that airport capacity will be kept in balance with (a) airway capacity, (b) the technological developments in aeronautics, and (c) the ever-increasing air transportation needs of the Nation.

Third: The air traffic growth in the United States continues unabated. Aircraft operations have quadrupled since 1946 and they are forecast to do the same in the next 10 to 12 years.

Fourth: The capital investment needed to bring the airport facilities up to the present and future requirements of the Nation's air transportation system is far beyond the capabilities of the local communities unless the Federal Government continues to contribute its fair share.

I want to emphasize particularly, the importance of stability in the Federal airport program.

The leadtime in airport development—that is, the time necessary to do the enormous detail of planning, financing, and construction of airports and airport improvements—constitutes one of the most difficult and critical problems with which we are faced.

For instance, before major airport construction jobs can be undertaken by local public bodies, it is first necessary to obtain comprehensive engineering studies. These can only be obtained after an extensive survey of the needs of the aeronautical users, the requirements of the nonaeronautical purposes to be served, the application of

criteria and development guides of the Federal Government, and then all of this must be integrated into the factors of terrain, climatic conditions, surface transportation, and the myriad of other factors which will influence the ultimate effectiveness of the contemplated improvements.

Decisions must be made as to method of financing the State or local share of the cost of the projects. Before local funds can be raised, the taxpayers or bond purchasers must be convinced of the need for the improvements, the economic feasibility of the operation, and also of the availability of the Federal share of the cost. To obtain Federal funds, there are the usual Government procedures which include submission of comprehensive engineering plans and numerous other details which are intended to protect the investment of the Federal Government.

When financing has been arranged, then detailed specifications must be developed for various stages of the construction, bids let and contract awards made, and finally construction begins.

All of this may take as long as 5 or 6 years, and a minimum time for major projects (from start of plans to finished construction) is at least 18 months to 2 years.

Because of this lead-time, the effectiveness of the Federal aid program is related directly to its stability both as to time and funds. For this reason we cannot emphasize too strongly the need for a contract authorization program of at least 5 years.

Although the level of funds in the program have been historically inadequate since its inception in 1946, what is perhaps worse, however, is that during the extremely rapid and critical growth years of aviation—the postwar years from 1946 to 1955—the program was on an annual appropriations basis which nearly wrecked it. Sums varying from a high of \$45 million to a low of zero prevailed in those years and local financial planning ability for airport development was seriously hampered.

This committee recognized the seriousness of the situation in 1955 when it reported (House Rept. 1190, July 15, 1955, 84th Cong., 1st sess.) that:

\* \* \* the *primary purpose* of S. 1855 [then before the Committee] is to substitute for the present provisions of the Federal Airport Act authorizing annual appropriations for airport projects, provisions *granting substantial annual contract authorizations in specific amounts* over a period of 4 years.

After reciting the chaotic history of the annual appropriations method from 1946 to 1955, the committee report continued, as follows:

#### NEED FOR ADVANCE AUTHORIZATIONS

The fact that the annual appropriations made for airport projects under the Federal Airport Act have varied considerably in amount from year to year and have always been much smaller than those contemplated by the original act has had several serious consequences. Of these, certainly the most serious are to be found in the resulting failure to accomplish more than a small fraction of the public-airport development required to serve the needs of civil aviation, of which more will be said in discussing the size of contract authorizations needed. However, the extreme fluctuations in the airport-appropriation level have also had the serious and highly unfortunate effect of shaking if not destroying the confidence of the States and their political subdivisions in their Federal partner in the airport program.

There have been even cases in which public agencies have issued, and sometimes sold, general obligation bonds for use in matching Federal funds for airport development, and have then been unable to obtain Federal grants, due to the limited amount of the appropriations made for that purpose during ensuing years. In such cases your committee agrees with several witnesses at the hearings on S. 1855 that the Federal Government has not kept faith with the States and their political subdivisions. Moreover, on the basis of that testimony and our personal knowledge of the situation, we are satisfied that public agencies generally are becoming more and more reluctant to make the financial, engineering, and other plans and arrangements required for needed airport development unless and until grant agreements for such work have been entered into, contractually obligating the Government to pay the prescribed Federal share of the project costs involved. It is our belief that public agencies cannot be criticized for this attitude in the light of past experience and that an entirely new approach to the problem, such as that contemplated by the subject bill, is essential to restore the confidence of prospective project sponsors and thus make it possible to carry out the Federal-aid airport program in such a way as to accomplish the purposes of the Federal Airport Act.

In this connection the committee wishes to make clear its views as to why the proposed contract-authority program would provide non-Federal public agencies with the assurance of Federal aid which is necessary to the success of the Federal-aid airport program. That reason is that a grant of contract authority for more than one year would permit the Department of Commerce to program projects in advance of the fiscal year during which the authorized funds are to be available for obligation. In other words, it would be possible a year or two before a proposed project is to be undertaken to make an allocation of Federal funds for that project in a specific amount, which would eliminate any question as to the availability of Federal funds for the project.

This, in our opinion, would furnish project sponsors sufficient assurance of the availability of Federal assistance to enable such sponsors to proceed with their own financing arrangements, with necessary site selections and the preparation of plans and specifications, and with the assembly of land required for project purposes. Further, it is our belief that, if such assurance could be provided, many public agencies which might otherwise be unwilling to sponsor needed projects would be willing to do so, thus helping to accomplish the airport development needed to bring about the establishment of an adequate system of public airports.

In addition to these advantages to the Federal Government, the adoption of the contract-authority principle of S. 1855 would place the Federal-aid airport program on a considerably more efficient basis and thereby result in financial savings both to State and local public agencies and to the Federal Government. Finally, it is believed that adoption of the contract authority principle of S. 1855 would be advantageous to the Federal Government in still another respect. We refer to the several administrative advantages which would result by avoiding extreme fluctuations in the size and scope of the Federal-aid airport program from year to year, such as those which have characterized the program thus far. For example, if such fluctuations were avoided in the future, the Civil Aeronautics Administration would be in a much better position to recruit and retain key men of the caliber required to conduct as technical and difficult a program as the Federal-aid airport program.

All of the reasons advanced for the contract authorization principle in 1955 are still valid, and their validity has been proved by the amount of airport development that has been made possible since 1955. (Even though we lost 1 year of financial planning in 1959 as the result of a Presidential veto in 1958, and we are losing the benefits of financial planning right now because this law was not extended last year.)

We therefore urge that this committee recommend the continuation of this program on a 5-year contract authorization basis.

With respect to the need for airport capacity let me say simply that to increase the airways capacity vastly without making provision for equivalent increase in airport capacity, including the passenger, baggage, and cargo handling facilities, as well as those exclusively for the aircraft, would obviously be folly.

For our present system of air transportation to serve the Nation properly, airport capacity must be kept in balance with (1) airway capacity, (2) the technological improvements in the aircraft, and (3) the contemplated increased numbers of passengers, aircraft, mail, and goods.

The growth of aviation alone puts tremendous demands on airport development.

A document entitled "The Federal Airport Program Should Be Extended" jointly sponsored by the Airport Operators Council with other public service organizations sets forth the magnitude of the growth problem. This has been placed in the record of this hearing by a previous witness.

I merely want to add that growth problems alone are expected to continue unabated for the next decade, and a substantial Federal airport program is needed to meet this problem.

Indications of the magnitude of the capital investment need for airport development in the immediate future has been shown by previous witnesses to be well over \$1 billion in the next 4 years. The survey conducted jointly by the Airport Operators Council with the American Association of State Aviation Officials and the National Association of State Aviation Officials has been completely corroborated by the Federal Aviation Agency's national airport plan for 1961.

To correct the record, Mr. Chairman, one of the lines of my written statement says "American Association of State Aviation Officials." That should be "American Association of Airport Executives."

We airport operators do our utmost to put our facilities on a self-supporting basis and seek to assure that so far as practicable the costs of providing, maintaining, and operating airports will be charged to airport users and concessionaires. Nevertheless, it is only by continued, and a more substantial contribution from the Federal Government that the necessary capital improvements to airports can be achieved. The unavoidable and sobering fact is that the huge capital outlays required for airport improvements quickly outstrip airport revenues and the rapid growth and obsolescence factor in aviation has made impossible the building of reserves for such continued explosive growth.

It has been and will continue to be a real struggle and sacrifice by local communities to raise the matching funds necessary to obtain the Federal funds which have been available to date. However, the need for additional Federal funds to provide a national system of civil airports is clearly evident in the historically substantial excess of requests by communities for Federal aid over the available funds. The following figures, which were obtained from FAA sources, reflect the magnitude of this need:

[In millions of dollars]

Fiscal year	Federal funds requested	Federal funds programmed	Fiscal year	Federal funds requested	Federal funds programmed
1957.....	\$124.8	\$51.9	1960.....	\$129.5	\$57.1
1958.....	146.4	55.0	1961.....	150.4	65.1
1959.....	187.1	63.6			

In summary, therefore, let me say that we believe that the need for an adequate contract authorization program for at least 5 years in a substantial amount per year is essential to the continued development of our national system of airports.

SPECIFIC PROVISIONS OF H.R. 6580

There are a few specific points in the bill under consideration on which we would like to comment:

**\$75 million per year:** We are of the opinion that \$75 million per year will not adequately do the job if all of the needed items are considered sligible. Based upon both the FAA and the AOC-AAAAE-NASAO surveys, landing area development alone averages over \$90 million per year for a 50 percent U.S. share of the cost; and when other items are included, it considerably exceeds \$100 million per year. We would, therefore, urge an increase in the level of the program more commensurate with the need.

**Terminal buildings:** Section 7 of the bill would amend section 13(b) of the act by restricting eligibility of buildings to matters directly related to safety. To restrict further by legislation the eligibility of building construction on airports we believe unnecessarily limits the discretion of the Administrator and may thwart the removal of bottlenecks in the air transport system.

Under the present law, bars, cocktail lounges, and other specified items have been made ineligible, leaving to the discretion of the Administrator whether or not needed public use space, maintenance equipment space, and other space can have Federal financial participation.

The Administrator has exercised his discretion in this matter through regulations and by his criteria and priority system which makes terminal buildings eligible only in rare cases after safety items are adequately cared for. Yet, in those cases where communities have attained an adequate system of runways and taxiways, the inadequacy of the ramp and terminal building facilities can result in delays and problems which preclude the safe and efficient use of the airways and the landing area.

The present law recognizes that such situations may exist and permits the Administrator to alleviate them.

We believe it is in the best interest of aviation development that this flexibility remain in the law.

**Landing aids:** Section 4 of the bill would amend section 9(d) and section 10(d) of the act to require that the Administrator withhold funds from a sponsor unless the sponsor provides such specified things as "in-runway lighting," and "runway distance markers," among other things.

We believe that the Administrator now has all the power under the law that he needs to assure himself that airports will be adequate for the type aircraft and volume of operations that are utilizing that airport so that the amendment to section 9(d) is unnecessary and undesirable, particularly since it would require technical items which are not approved for civil aviation and may never be used for civil aviation.

**U.S. share of costs:** The intent of section 5 of the bill which would amend section 10(d) of the act to provide 75 percent of the allowable

costs of land acquisition for approach light lanes is a step in the right direction but in our opinion does not go far enough. It is the considered opinion of the members of the AOC that the responsibility of the Federal Government should be 100 percent for the cost of acquisition of such land, easements, air rights, and other property rights outside the boundaries of the airport and the mitigation or removal of obstructions to aviation outside airport boundaries, if such acquisition, mitigation, or removal is deemed necessary by the Federal authorities for safety or because of noise caused by aircraft.

We would urge, therefore, that this provision be modified to eliminate "in-runway lighting," and "runway distance markers," and that it be modified further to increase the United States allowable share to 100 percent for clear zones, and all land or land interest acquisitions off the airport.

Work in place: We believe that the bill has omitted a provision which would do much to expedite and make more efficient the work of both the FAA and the local sponsor.

On occasion there is an interval of as long as 6 months between the approval by FAA of the plans for a civil airport project and the actual execution of the Federal-aid grant agreement. Because of FAA's present inability to make payments for work started or completed prior to the actual execution of the formal grant agreement, the airport sponsor is often faced with the choice of delaying a much-needed project or surrendering his claim to Federal aid for the portion completed prior to the execution of the grant agreement. To cure this administrative difficulty, we suggest that the Federal Airport Act be amended to permit the Federal Government to make payments for work started or completed prior to the execution of a grant agreement provided that the plans for the work had been approved by the Federal Government prior to the commencement of construction.

To this end we would propose the following amendment.

Add a new section 9 as follows:

Amend section 13, subsection (3) by inserting before the last sentence the following:

In addition to the costs mentioned in subparagraph (2) above, a project cost incurred prior to the execution of the grant agreement should be allowable if—

(a) it would have been allowable if incurred after the execution of the grant agreement, and if

(b) it was incurred for or in connection with or as a condition precedent to the airport improvement pursuant to plans theretofore approved in writing with an express provision that costs so incurred would be allowed when and if the grant agreement was executed but no such approval shall obligate the United States to pay any portion of the project costs unless and until the grant agreement is thereafter executed.

We appreciate very much having had this opportunity to present our views to you and urge your favorable consideration of this legislation as modified in accordance with the above recommendations.

Mr. WILLIAMS. Thank you very much, Mr. Godfrey.

Mr. GODFREY. Thank you, sir.

Mr. COLLIER. Mr. Godfrey, calling your attention to page 10 of your statement, and specifically to the figures set forth in the first paragraph; these figures in the first column, if I understand them correctly, are the funds requested by the sponsors. Is that correct?

Mr. GODFREY. That is correct, sir.

Mr. COLLIER. And your statement goes on to say that this reflects the magnitude of the need, the difference between the amount requested and the amount programed.

As a matter of fact, however, do not some of these funds requested represent what we might call duplicatory requests, so that this is not an actual picture of the discrepancy between the amount requested and the amount programed?

Mr. GODFREY. Mr. Collier, there may be a small amount of duplication in these requests. However, I would suspect that it would be of a minor nature.

Mr. COLLIER. One, I presume, would be included in the final figure there would be requests made, oh, for an airport at Tampa and for one at St. Petersburg, for example, where I understand there are sponsors, and where by reason of the very statement that was read by the previous witness, it would seem unnecessary to develop facilities at both St. Petersburg and Tampa because of their relatively close geographical position.

I simply want to point out that in 1961, with \$65.1 million programed, and the original request of \$150 million, this represents, I would say, roughly 43 percent of the total request, so that the differential that the statement proposes to show is not an actual difference between that which is needed and that which is programed.

Mr. GODFREY. We do not propose, sir, that this is the only test. We say that this is a method of showing the difference in the dollar amounts requested by local sponsors of the Federal Government's share, and the amounts actually programed.

Certain, there are other tests which may or may not be as valid as this one.

Mr. COLLIER. Let me ask you this:

Do you agree that there is a problem with regard to the need for centralization of airport facilities?

Mr. GODFREY. Mr. Collier, the Airport Operators Council has not taken a position on this, so my answer to your question will be my own remarks based on my own experience.

As you may or may not know, we have such a situation existing in the Tampa-St. Petersburg area. We have two air carrier airports that are only about 11 air miles apart. There are excellent freeways connecting the two across the bay, making the actual travel time by ground something less than 10 to 12 minutes between the two airports.

Now, as far as it pertains to the Tampa-St. Petersburg area with which I am very familiar, I would say yes, sir, the establishment of duplicate air carrier airports in that area is unjustified.

Mr. COLLIER. I am dwelling on this because I think it is essential that we do. With a program such as is proposed in this legislation, it would seem that this is an important area that certainly demands some study, because it is normal to assume that if there is a proper survey made and if there is a plan by which there can be proper centralization of facilities, the existing facilities or the new facilities could be better served by this type of planning. If an effort were made to distribute limited Federal funds over the broad face of such demands as might come to the agency it seems to me we could do a more efficient job.

Mr. GODFREY. Sir, in other cases that may exist that are comparable to the Tampa-St. Petersburg area with respect to duplicate airports, there is absolutely no question in my mind that the establishment of one well-planned, well-financed, well-programed metropolitan area airport to serve the entire area would be in the best interests of the airlines, the Federal Government, the local government and the air traveling public.

There is no question about that in my mind.

Mr. COLLIER. I certainly agree.

Thank you, Mr. Chairman.

Mr. WILLIAMS. Mr. Godfrey, I notice that you gave your full support to the so-called back-door approach to the Treasury in this bill; that is, the so-called authorization or contract authority?

Mr. GODFREY. Yes, sir.

Mr. WILLIAMS. I realize, of course, that there are ample precedents for that type of stand.

However, I want to read to you article I, section 9 of the Constitution of the United States, and I quote:

No money shall be drawn from the Treasury but in consequence of appropriations made by law—

“in consequence of appropriations made by law.”

How can you reconcile this with Congress granting contractual authority to an agency in the light of that language in the Constitution?

Mr. GODFREY. Mr. Chairman—

Mr. WILLIAMS. Which is clearly a limitation on the power of Congress to spend in the absence of an appropriation?

Mr. GODFREY. Yes.

Mr. Chairman, may I state, first of all, I am not a lawyer, nor am I a constitutional expert. I do understand and recognize, however, that in order to adequately plan, develop and finance airports, it simply cannot be done on a year-to-year basis.

It is impossible to do.

Mr. WILLIAMS. That does not necessarily mean it cannot be done on the basis of appropriations.

Mr. GODFREY. Sir, we have to know.

For instance, in my own organization, we have just completed a financial plan for our next 5 years of development. I say “have just completed it”—it was completed 2 years ago actually.

And before we could even start to determine whether or not our plans could, in fact, become a reality, we had to know, to some extent, where the money could come from before we could even sit down and talk to bond buyers.

We issue revenue bonds to run our airport, and we had to know at that time—at that time we had 2 years left on the pact that just expired—whether or not there was a reasonable assurance that the Federal share of the financing package would be available.

Without some reasonable assurance, the bond buyers will not even allow us to put it in our official prospectus or in our plans or anything.

Mr. WILLIAMS. Of course, this committee over the past 8 or 10 years, I think, has heard every objection that could be advanced on both sides of the question.

I simply want to know how you can reconcile advocacy of this back-door approach in the light of the very express limitation placed upon the power of Congress in this respect by the Constitution.

Mr. GODFREY. Yes, sir.

I must reiterate, though, ours is the practical fiat that airports must be planned and financed in advance. As to the constitutional question you bring up, I am not capable of answering that.

Mr. WILLIAMS. Thank you very much.

Mr. GODFREY. Thank you, sir.

Mr. WILLIAMS. Our next witness, and I believe our last witness this morning, is Mr. Frank S. Pittenger, president of the American Association of Airport Executives.

#### STATEMENT OF FRANK S. PITTINGER, PRESIDENT, AMERICAN ASSOCIATION OF AIRPORT EXECUTIVES

Mr. PITTINGER. Mr. Chairman and members of the committee, my name is Frank S. Pittenger. I am commissioner of aviation for the city of Syracuse, N.Y. I am appearing before this group today in my capacity as president of the American Association of Airport Executives. On behalf of this association, I wish to express our sincere appreciation for the opportunity to present our opinion on H.R. 6580, a bill to amend the Federal Airport Act in order to obligate funds for needed airport development.

The American Association of Airport Executives, generally referred to as AAAE, is a professional association of airport executives with over 600 members. Of this number approximately 300 have the responsibility of the operation, maintenance, and development of some 350 of the Nation's public airports located in the several States and in Puerto Rico and the Virgin Islands. Many of the other members serve on airport commissions or authorities, or are local and State aviation officials. It is important, we believe, for the purposes of this hearing to emphasize that the airport executives in our membership represent an excellent cross section of the airports throughout the United States—from the large air terminals down through the medium-sized airports to the small, strictly general aviation fields. Because of this excellent representation and because we are directly responsible for airport operation and planning, we often refer to ourselves as "the voice of airport management." We recognize the responsibility, and particularly the requirement of objectivity, which this claim places on us.

Ever since the birth of the Federal airport aid program the basic policy of AAAE has been the advocacy of a long-range program to adequately meet the demands of ever-increasing aircraft activity, of the expanding national economy, and to provide an air transportation system geared to needs of public safety and convenience, and the national defense. To achieve these aims we have worked for a better understanding of the tremendous importance that firm financing plays in a long-range program, for it is only when the rate of development is assured by firm Federal aid financing that we have an airport construction program and not merely a long-range plan.

You may ask why, if we have long-range plans, is it so essential to have long-range financing programs. The answer is summed up in

the two words, efficiency and economy. A knowledge of the rate with which Federal funds will be made available for airport development in a future fixed period:

(1) Permits proper planning for local financing, and particularly to raise matching funds.

(2) Permits orderly coordination of land acquisition, engineering, and construction.

(3) Permits the overall airport development to be initiated and completed in economical, logical stages.

The wisdom of such a policy can be found in the Federal-aid Highway Act which included financing provisions over a 13-year span. This action provided assurance to the States of the Federal determination to provide adequate funds to develop the highway system, and assurance to the material and equipment industries, the highway planners and contractors and others associated with highway construction that they should make their plans and gear their activities to this defined long-range program.

We are, therefore, encouraged to find in this bill the provisions to make matching funds available over the next 5 years. Airport planning and development are not something that can readily be turned off or on depending on the availability of funds at the moment. The time element involved in making the preliminary design, in establishing cost estimates, in organizing bond issues, in obtaining land, and in meeting the many other details is substantial; these steps cannot intelligently be accomplished on short notice. It would not then be unusual to have 4 or 5 years elapse between the time the need for a project was recognized and the time the project was, in fact, completed. Therefore, it is important, yes, imperative, that the proposed 5-year extension of the act be considered as the minimum period in which Federal participating can definitely be anticipated. Unless the long-range approach is adopted, full value of the moneys spent on airport development will not be realized.

As to the level of spending contemplated by the bill, we realize the constant and heavy demands on Congress for Federal aid and support, and, therefore, we will not plead or demand that the annual \$75 million level be increased. We do, however, respectfully suggest that this certainly is a minimum figure and very conservative; we cite the results of a recent survey of airports as support for this statement. You gentlemen have been given the details of the survey of the Nation's airports made by the Airport Operators Council, the National Association of State Aviation Officials, and AAAE. You will remember that the costs of planned necessary developments totaled \$1.1 billion, and of this amount, somewhat below 600 million will become available from local and State sources leaving a deficit of some \$500 million which can only be obtained from Federal sources. Similar surveys have been made in the past and have been proven to be conservative and underestimated as far as overall need is concerned; proof of this lies in the fact that actual project requests exceeded previously surveyed needs in almost every year.

The airport managers of this country are, by and large, professional men dedicated to operating and developing airports in the safest, most efficient manner possible. Most of them are working toward putting the airports under their jurisdiction on a self-sufficient

basis and thus relieving the taxpayer of as much financial burden as possible. Today, in most cases, this has not been possible. The tremendous growth of civil aviation together with the rapidly changing technological advances has put demands on airports that cannot financially be met by airport revenues and local-level financing. It is imperative, therefore, that the past partnership of Federal and local governments participating in airport improvement and expansion be continued. We used the word "partnership" purposely because the past relationship has been a true partnership not only in sharing costs but in reaping "profits." The local communities certainly gain through the many commercial advantages they receive because of adequate, safe airports; the Federal Government gains through the improvement in the movement of interstate air commerce and through the immediate readiness of an efficient, locally operated and maintained system of airports in time of national emergency. The Federal Government, in fact, has to date made a very sound investment through the Federal Airport Act. Historically, the Federal Government has participated much more financially in other interstate commerce facilities: the 90-10 participation in the Interstate Highway System, the heavy share assumed in inland and intercoastal waterways are examples. In the case of the airports, this Nation has a system of airports second to none in the world derived in a great degree from the 50-50 Federal-local participation.

We note that H.R. 6580 has not overlooked the requirements to serve general aviation. The air carrier airports usually require longer runways, larger terminal buildings, and costlier landing aids but the preponderance of private and business aircraft in a ratio of some 40 to 1 demands that general aviation airports be given the high priority they deserve. Despite the proven need for financial help to general aviation fields, we would, however, not necessarily advocate any further steps to allot fixed sums or percentages for general aviation versus air carrier activity. The proper distribution can be left to the discretion of the Administrator based on the initiative of local authorities and on the unbiased report contained in the national airport plan.

Again, with reference to specific sections of this bill, we frankly prefer the act's present discretionary language relative to possible eligibility of airport buildings rather than the proposed definite exclusion of such buildings from Federal participation. There appears to be adequate safeguards in the act as now written against frills and extras in terminal buildings; this, coupled with the proposal that no project be approved until safety aids are included (or already installed), would, in our opinion, accomplish the purpose of assuring that safety items get top priority without actually excluding terminal building projects. We do recognize the distinct advantages of another provision which deals with airport buildings. That is the idea of construction at Federal expense of space or facilities that are to be used for those functions which are exclusively the responsibility of the Federal Government, i.e., traffic control, weather reporting, and communications services. The nature of such services generally requires special building design, construction detail, etc., that are not common to other areas of airport terminal buildings, and, therefore, it seems logical to treat this specialized section or a separate building

for these functions as a cost to be borne exclusively by the Federal Government.

The proposal for Federal participation up to 75 percent of the costs of land for installation of approach light systems as well as for in-runway lighting, high-intensity runway lighting and runway distance markers is recognized as a very progressive step. The Federal Government long ago assumed the exclusive responsibility of providing airways en route navigational aids and traffic control and it would, therefore, seem logical to extend this financial responsibility to those aids immediately adjacent to or on the airports.

In closing, we feel it of the greatest importance to reiterate the necessity of providing stability in programming of Federal aid. The greatest single deterrent to the sound development of an adequate airports system has been the uncertainty as to the level of Federal help from year to year. Local administrators must coordinate financial planning and this is difficult to do where there exists no reasonable certainty that stage development over a span of years can be accomplished. A significant amount of work by sponsors and FAA personnel goes down the drain, so to speak, if each year they must go through another period of reprogramming in order to correlate allocations to appropriations which, as you know, have been as low as zero and have never really equalled the sums contemplated in the Federal Airport Act of 1946.

AAE believes that H.R. 6580 will make possible: (a) A balanced construction program; (b) a long-range program; and (c) a sound financial program.

We, therefore, Mr. Chairman and members, respectfully urge your active support to bring about the prompt enactment of H.R. 6580.

Mr. WILLIAMS. Does that complete your statement? Thank you very much.

Mr. Collier?

Mr. COLLIER. I have no questions.

Mr. WILLIAMS. Mr. Hemphill?

Mr. HEMPHILL. No questions.

Mr. WILLIAMS. Thank you very much.

Mr. PITTINGER. Thank you.

Mr. WILLIAMS. I believe that concludes the schedule of witnesses for this morning.

The committee will stand adjourned.

(The following information was later submitted for the record:)

HOUSE OF REPRESENTATIVES,  
Washington, D.C., May 18, 1961.

HON. OREN HARRIS,  
Chairman, Committee on Interstate and Foreign Commerce,  
House of Representatives, Washington, D.C.

DEAR OREN: I am enclosing the letter I received today from Mr. James E. Martin, director, Tennessee Aeronautics Commission, Berry Field, Nashville, Tenn., in which he recommends four amendments to H.R. 6580, to extend the Federal Airport Act for 5 years. The letter and amendments are self-explanatory.

It is my hope that you will bring Mr. Martin's letter to the attention of your committee at the proper time during the consideration of this legislation.

With kindest personal regards, I am,

Sincerely,

J. CARLTON LOSER.

TENNESSEE AERONAUTICS COMMISSION,  
Nashville, May 16, 1961.

HON. J. CARLTON LOSER,  
House Office Building, Washington, D.C.

DEAR CONGRESSMAN LOSER: Committee hearings are now in progress on H.R. 6580, which provides for an extension of the Federal Airport Act for a 5-year period beginning July 1, 1961, authorizing Federal matching grants of \$75 million per year.

As you know, Tennessee has made excellent progress toward establishing an adequate statewide system of airports through the Federal-aid airport program. However, a recent extensive survey indicates that an expenditure of over \$33 million, for the period July 1, 1961-June 30, 1966, will be required to satisfy the planned airport development program in Tennessee, which we strongly feel is essential in the interest of our economy. This, of course, cannot be accomplished without Federal assistance.

We, therefore, respectfully urge you to support H.R. 6580 with the following amendments:

1. Annual authorization of \$100 million.
2. Oppose the \$7 million special discretionary fund for general aviation airports in high density areas and recommend, in lieu thereof, the earmarking of 25 percent of State apportioned funds for general aviation airports; this amount to remain available for airports in this category for the first year, after which time the funds would become available for other types of projects, within the State concerned, unless firm project applications have been submitted for the general aviation facilities.
3. Oppose recapture of State apportioned funds at end of first fiscal year. Recommend that these funds remain available at State level for 2-year period before being placed in discretionary fund. This is in accordance with the present act and is essential to provide adequate time for appropriate engineering, arranging of financing, etc., at the local level.
4. Recommend that contractual authorization be retained rather than reverting to annual appropriations which was the very unsatisfactory method used during the first 9 years of the act.

Many months of planning, engineering, and large scale financing are required to construct an airport. Without specific knowledge as to the amount of Federal funds that will be available, cities and counties are normally reluctant to approve bond issues or agree to tax assessments required to finance the construction of airports to standards of safety and efficiency necessary to meet the requirements of the national airport plan.

We earnestly emphasize the importance of making no change in the present act which provides for contract authorization over a period of years and we highly recommend that the program be extended for a period of not less than 5 years.

Your assistance in this matter is deeply appreciated.

Respectfully yours,

JAMES E. MARTIN, *Director.*

HOUSE OF REPRESENTATIVES,  
Washington, D.C., May 25, 1961.

HON. JOHN BELL WILLIAMS,  
Chairman, Subcommittee on Transportation and Aeronautics, Committee on Interstate and Foreign Commerce, New House Office Building, House of Representatives, Washington, D.C.

DEAR COLLEAGUE: I am in receipt of a copy of a letter Gov. William A. Egan has addressed to Senator E. L. Bartlett relative to the legislation (H.R. 6580) now pending before the Subcommittee on Transportation and Aeronautics to provide for a 5-year Federal airport program. In his letter, Governor Egan asks that consideration be given to several amendments proposed by the State of Alaska, and which are included as part of his communication to Senator Bartlett. I respectfully request that Governor Egan's letter be made a part of the record of the hearings on H.R. 6580, and that the amendments he proposes be considered by the subcommittee prior to reporting the measure to the full committee.

Sincerely,

RALPH J. RIVERS,  
Member of Congress.

STATE OF ALASKA,  
OFFICE OF THE GOVERNOR,  
*Juneau, May 18, 1961.*

HON. E. L. BARTLETT,  
U.S. Senator,  
Senate Office Building,  
Washington, D.C.

DEAR BOB: This replies to your recent letter requesting a statement as to the State's position on S. 1703 and H.R. 6580, identical bills providing a 5-year Federal airport program. I would appreciate your placing it before the appropriate congressional committees during their consideration of these measures.

Briefly put, the State's position is one of gratitude at the prospect of extension of this worthwhile and necessary program.

In no other State of this Union, and in few places of the world, can there be found a comparable day-to-day use and reliance upon air transportation as exists in Alaska. Our vast distances and the inadequacy of surface transportation routes make air travel a necessity.

The national airport plan recently released by the Federal Aviation Agency states that Alaska needs improvements and new construction at 119 localities over a 5-year period with an estimated cost of \$29,692,000.

A recent survey conducted jointly by the National Association of State Aviation Officials, the Airport Operators Council and the American Association of Airport Executives shows a 4-year requirement at 118 Alaska sites with a cost of \$27,594,500. Including terminal building development costs at the Anchorage and Fairbanks International Airports, figures which were not available when this survey was made, increases the 4-year requirement to \$32,844,500.

These several independent studies demonstrate conclusively the need for airport improvements within Alaska.

It is particularly encouraging that the bills proposed would provide a 5-year program, thereby permitting proper long-range planning.

While endorsing the purpose and scope of the proposed legislation, the State of Alaska proposes that consideration be given to its amendment in several respects.

Principal of these would be a provision for Federal participation in terminal building construction beyond those costs related directly to safety. I have in mind as a minimum those costs related to space for such purely Federal activities as customs and immigration inspection. A strong case can also be made as to the Federal interest in providing proper facilities for the convenience and comfort of those foreign travelers whose first impression of the United States would be obtained from the treatment and facilities available to them at gateway airports such as Anchorage and Fairbanks International.

The second amendment I would propose relates to the requirement in the proposed bill that no project be approved unless it provides for certain navigational aids which the Administrator may direct be installed. To the extent that installation of such aids may be directed by the Administrator it would appear proper that the cost should be fully met by the Federal Government.

Finally, I would suggest there is a vital need for a continuous program of airport planning. This is a concept already included in the Federal Highway Act and one which it would appear reasonable to incorporate within the Federal-aid airport program. Provision of a nominal amount—I would suggest no less than \$25,000 for each State—to be matched by the State on the normal matching basis would be of material benefit to the State and to the Federal Government in the development and maintenance of a proper long-range plan.

Sincerely,

WILLIAM A. EGAN, *Governor.*

STATE OF CONNECTICUT,  
DEPARTMENT OF AERONAUTICS,  
*Hartford, Conn., May 23, 1961.*

HON. EMILIO Q. DADDARIO,  
*House of Representatives, Washington, D.C.*

DEAR CONGRESSMAN DADDARIO: The Connecticut Department of Aeronautics earnestly requests your support of H.R. 6580, presently being heard before the House Interstate and Foreign Commerce Committee, with the following suggested amendments:

We would recommend an increase in the authorization from \$75 million to \$100 million, which sum has been more than substantiated by figures contained

in the recent National Airport Survey, which this Department had a part in preparing. This survey indicates Federal participation would average \$135 million per year for each of the 4 fiscal years, 1962 through 1965. Based on previous procedure, the administration bill of \$75 million would net our State approximately \$405,070 per year, whereas our needs, as substantiated by our State survey, indicate Federal participation of approximately \$1 million for each fiscal year from 1961 through 1964.

It is also our recommendation that 25 percent of the State apportioned funds be earmarked for general aviation airports, this amount to remain available for airports in this category for the first year of the 2-year period for which authorized. In recent years, the rapid growth in the use of aircraft for business transportation, agricultural and industrial applications and transportation-for-hire indicates we must provide by 1975, aviation facilities to accommodate an estimated increase in itinerant air traffic over 400 percent of today's traffic. During the flood of 1955, the lack of strategic airports for distribution of food, medical aid, etc., seriously handicapped mercy missions. Each modern civil airport in this State would be a facility for national defense.

Further, we would not be in favor of the recapture of State apportioned funds at the end of the first fiscal year, and would recommend that these funds remain available at State level for a 2-year period before reverting to discretionary funds, since, as you are aware, State funding is based on biennial appropriations.

We would also be in favor of the "contract authorization" of the present act in a minimum 5-year program. Progress of enlarging one of Connecticut's municipal airports, New Haven Municipal Airport, received a serious setback when the Federal Government could not assure Federal participation in a planned expenditure of approximately \$1½ million on a 4-year program, with the result that one trunkline service was discontinued at this airport (CAB ruling in Northeastern States Case, Docket 6436 et al.). Other municipalities in this State have suffered like losses when they did not have the assurance of continued Federal participation in long-range programs.

We respectfully request your consideration of the amendments suggested above, and anything you can do to assist in passage of H.R. 6580 in its amended form will be sincerely appreciated by the Connecticut Aeronautics Commission.

Sincerely,

H. B. WETHERELL, *Director.*

#### STATEMENT OF JACK A. KING, KING'S SCHOOL OF AVIATION, COLUMBUS, GA.

Mr. Chairman, members of the subcommittee and visitors, my name is Jack A. King. I am a commercial flight instructor, ground school instructor, and operate King's School of Aviation, Columbus Municipal Airport, Victory Drive, Columbus, Ga. This is the 15th year that I have been in the aviation business.

You have certain matters before you concerning the development of aviation. It is within your power to help develop the aviation industry just as you have helped the automotive industry become the largest industry in the world when you built a system of highways from coast to coast.

The following is quoted from the FAA Statistical Handbook of Aviation, 1960 edition, put out by the Federal Aviation Agency and printed by the Government Printing Office:

"Airports and airfields on record with the Federal Aviation Agency at the end of 1959 numbered 6,426 \* \* \* 1,757 had paved runways \* \* \*. The FAA administers a program financed under grants to public agencies for the planning, construction, and development of a national system of airports capable of meeting the foreseeable needs of civil aviation. Under the Federal-aid airport program, from its inception in 1947 through calendar year 1959, \$509 million had been allocated to assist public agencies in 4,293 improvement or construction projects at 1,528 airports."

Gentlemen, your special attention is directed to the statement above with reference to the "development of a national system of airports" for the reason that such development has not been forthcoming. Rather, there has been repetition in awarding the same airports the majority of all funds expended. Putting it another way, it would appear that a large percentage of the funds expended have been on a small minority of airports and that a still smaller number of new airports, in relation to this spending, have been constructed.

Using the figures of the FAA, it will be noted that this \$500 million expended over a period of 13 years has been spent on only 23.8 percent of all airports, representing a minority. The overwhelming majority of the money spent on these projects has not been in the development of a system of airports to give the plane a place to go to and land (you have made roads available to every city). Over and over, repeated grants have been made to airports already in existence. This spending has not been on new airports but it has been to garnish existing airports with lavish frills.

Let me give you an example of this. In May 1961, a \$20 million terminal building was dedicated at the Atlanta, Ga., airport. This building was made possible through Federal aid to airports. This building will serve mainly a small number of airline services operating into and out of Atlanta. This building, a lavish garnishment, will not serve the majority of aviation. For the amount of Federal-aid money put into this project, many airports could have been built in Arkansas, Mississippi, Alabama, Georgia, Illinois, Missouri, West Virginia, Texas, Maryland, Massachusetts, Pennsylvania, Oklahoma, New York, California, Florida, South Carolina, Ohio, Kansas, Wisconsin, Connecticut, etc. Had this Federal-aid money been spent in your State and mine in constructing new airports it would not only have been developing a system of airports but it would have been spreading a little prosperity in each of your States.

Before an airplane is any good, it must have a "road to travel"—just like a car. Take away the roads and the car would be worthless. Roads have made the automotive industry the biggest industry in the world, serving all the Nation equally. The airplane industry has the potential of gaining equal stature with the automotive industry if you gentlemen provide for the roads for planes into every city: that is, the development of a system of airports coast to coast as you developed a system of highways.

Many individuals and firms will not buy airplanes or learn to fly because the airplane has a limited usage because there is not a broad system of airports. This is injurious to all concerned and retards the development of this most important segment of our transportation system.

Let me give you another example of failure to properly use Federal-aid funds to develop airports. You undoubtedly saw a photograph in the newspapers this June 1961 showing a giant portable vehicle developed by the FAA for the purpose of transporting airline passengers from the terminal building to the airliner so that the passengers would not have so far to walk. The FAA spent millions of dollars developing this one piece of equipment of dubious value to aviation. For the amount of money spent on this monstrous, ridiculous machine, many new airports could have been built in your State to serve the purpose of the development of a system of airports throughout the Nation to serve all of aviation.

Gentlemen, I want to call your attention to the fact that the FAA studiously avoided including in their Statistical Handbook of Aviation, 1960 edition, the number of new airports developed through the Federal-aid to airports program. The reason that the FAA left out this vital information is because the building of new airports has been embarrassingly small. How many new airports have been built in the States you represent, gentlemen? You cannot blame the FAA for purposeful failing to state the number of new airports developed because funds are being wasted on monstrous machines to move passengers around terminal buildings, to build lavish terminal buildings with all the frills, and even to pave ramps around privately owned hangars on these airports receiving all the money.

In short, gentlemen, the Federal-aid to airports program is not developing a national system of airports as presently administered. I believe and the aviation industry as a whole believes that you gentlemen prefer to have a system of airports from coast to coast to serve the majority of the people of this Nation, but you have been blinded by the airline-military concept promoted by lobbyists representing selfish interests. Throw off the shackles of selfish interest, gentlemen, and build a system of airports in every city so that the plane, like a car, will have a place to roll its wheels. More airports will mean more people using the airplane as a means of transportation. More airplanes will be bought. More people will learn to fly. More gas and oil and services will be bought.

Only you gentlemen can bring about the change which can revolutionize the aviation industry. Build a system of airports in your State and mine and watch the aviation industry grow by leaps and bounds with a possibility that it will bring on greater prosperity to our great Nation.

Gentlemen, the car industry would be nothing without a system of roads. We in the aviation industry are somewhat of nothing because the FAA Federal-aid airports program has offered us monstrous vehicles, lavish terminal buildings, and paved ramps instead of the roads we need to put the planes in the air.

Give us an airport in every city possible today, not tomorrow.

Thank you.

(Whereupon, at 11:40 a.m., the hearing was adjourned.)



