

DEPARTMENT OF COMMERCE
CIVIL AERONAUTICS ADMINISTRATION
WASHINGTON

February 27, 1952

TO : Members, Airports Advisory Committee

FROM : Executive Secretary, Airports Advisory Committee

SUBJECT: Draft of Policy "Inter-City Airport Proximity Policy
for Federal-aid Airport Projects"

The Administrator of Civil Aeronautics has directed that the above subject be placed on the Airports Advisory Committee program as an off agenda item.

He is soliciting your advice and comments prior to the issuance of a final policy on this subject. The proposed policy is as follows:

SUBJECT: INTER-CITY AIRPORT PROXIMITY POLICY FOR FEDERAL-AID
AIRPORT PROJECTS

Introduction - In order to obtain maximum utility of new public airports, developed under the Federal-aid Airports Program for the areas they are to serve, this policy is established to guide the employees of the CAA, and to indicate to sponsors the limits to which Federal funds will be applied to new airport construction within areas containing multiple nearby independent cities.

Discussion - In many instances it is desired to encourage the development of a single airport to serve more than one community within an area, in lieu of a separate airport for each community. The principle reasons for this are:

1. Construction costs may preclude or delay airport development unless resources of more than one community are pooled.
2. The pooling of resources will result in the development of a better airport with increased utility.
3. Savings can be realized from the operation of a single airport as against two or more. This advantage can be expected to benefit all users and operators.
4. By reason of the larger volume of business at a single airport, when operations are consolidated, more complete service and facilities can be expected.
5. Scheduled airline service possibilities are enhanced when service to a larger area can be provided at a single point.

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Policy - The following policy will govern in the development of new airports under the Federal-aid Airport Program:

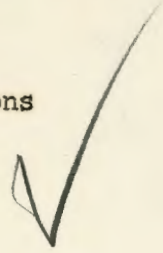
1. Approval will not be given for the construction of separate Feeder and larger airports for independent cities less than six road miles apart.
2. Consideration will be given to the construction of separate Feeder and larger airports for communities less than 30 road miles apart, only when unusual and over-riding considerations indicate a necessity.
3. The construction of a single Feeder or larger airport for independent cities between 6 and 30 road miles apart will be recommended where possible at a convenient location between the communities.
4. Secondary airports may be recommended to serve areas on basis of need.

Robert N. Cook

Robert N. Cook, W-111

[attach 2/27/52]

Presentation of CAA Problems to the Committee for Recommendations
By: C. F. Horne
Administrator of Civil Aeronautics
Airports Advisory Committee
Kansas City, Missouri
March 10, 1952



SINGLE RUNWAY POLICY

As of November 25, 1949, the Civil Aeronautics Administration caused to be issued a policy governing the number of runways to be established at airport projects receiving Federal aid. The policy is more commonly known as the "single runway policy". This is a misnomer because the policy does not curtail an airport to a single bidirectional runway. The main purpose of the policy was and is to emphasize the need for good airport configuration and to insure the maximum degree of utilization of a runway or runways, especially those constructed by virtue of Federal participation. It is my desire to obtain from this Committee an expression as to your interpretation of the policy and reasons why, if any, it is difficult to carry out the intention of the policy. As a result of experience to date, is a change or modification or clarification of the policy justified.

DESIRABILITY OF RECOMMENDING BOARDS, COMMISSIONS,
AUTHORITIES OR DISTRICTS TO ADMINISTER CIVIL PUBLIC AIRPORTS

Administrative organization at airports is the keystone of airport management. The airport like other municipal facilities requires competent, organized supervision for its successful operation. Frequent inquiries involve the type of administration best suited for a specific airport, the relative merits of commissions, authorities and other types of agencies created for administering airports. All other effective phases of airport management hinge on good administrative procedures.

This Administration has included, as part of its airport management advisory service programs, the problem of airports' boards, commissions,

authorities and districts. The Regional consultants and those in the CAA District offices familiar with the work are advising airport owning agencies with respect to the importance of airport administrative organization.

The Administrator has requested each Region to furnish him with copies of ordinances or legislation creating boards, commissions and authorities. A study is now being conducted on the subject. Data on the above which has been received from the Regions has been charted and catalogued.

The national airports evaluation charting of civil public airport operations includes a listing of those airports which have administrative organization based upon boards, commissions, committees, authorities, etc.

A concise booklet on the subject has been developed and is being published for use in the field.

In view of the current demand among many airport owning agencies for improvement in their airport administrative structure, it is felt that the attention now being given the problem by this Agency is in keeping with the popular demand.

It has not been the policy of CAA to promote any particular type of administrative organization but rather to furnish airport owning agencies with factual information with respect to the various types of administrative organizations.

In the preliminary studies which have been made of management efficiencies and conditions at civil public airports, it appears that at a substantial number of airports where efficient operation exists, the administrative structure of those airports is well organized. For example, a preliminary breakdown of the operation charts furnished by Region One, of 13 airports run by commissions or authorities, 11 cover expenses or break even, two require deficit financing.

The Office of Airports has received, to date, approximately 150 laws, ordinances, resolutions and other authorities on airports' boards, commissions and authorities, where such have been established in the administrative structures of airport organization, and nine state airport acts which authorize political subdivisions jointly or individually to vest authority in communities.

The value of boards, commissions and authorities has been established in various communities throughout the United States. The practicability as to that type of organization which will best serve the requirements of those communities seeking advice with respect to same, can be resolved by having the communities so interested review types of boards, commissions, authorities or districts successfully in operation. The CAA is in a position to furnish communities with representative information about the various types of airport administrative organization, how they function, principal powers and duties, as a phase of the airport management advisory service.

I would like a recommendation from the Committee as to whether or not the Civil Aeronautics Administration should actively advocate any specific type of organization to handle airport administration.

SHOULD THE FEDERAL-AID AIRPORT PROGRAM BE CONTINUED

Although the Congress has not questioned the desirability of continuing the Federal-aid Airport Program and has, in fact, passed an amendment to the Act extending it to 1958, many people in the Executive Branch have questioned whether the Program should be continued. Under the Federal Airport Act, the Federal Government has had excellent relations with the airport sponsors and there is every reason to believe that all sponsors who have participated in the Program are anxious to participate further as airport needs develop. Certainly the Program has not yet realized the extent of

development outlined by the Congress at the time the Act was passed. There is every reason to believe that the airport improvements required today are greater than the needs in 1946. In other words, the total airport requirements are growing faster than deficiencies are being corrected. In view of need for government economies, particularly in non-defense spending, what is your advice regarding the magnitude and scope of a Federal-aid Airport Program for Fiscal Year 1954 and Fiscal Year 1955 and beyond?

FEDERAL-AID AIRPORT PROGRAM PARTICIPATION AT CIVIL AIRPORTS
UNDER THE CONTROL OF THE MILITARY

After the development of the Korean situation and the declaration of the state of emergency, it has become necessary for the military forces to make extensive use of civil airports and in a great many instances it has become desirable and necessary for the military to take control of the civil airports. This situation has caused a condition which makes the administration of the Federal-aid Airport Program difficult and in some instances impossible to continue the development of airport facilities necessary for civil aviation on those airports which the military have found it necessary to temporarily assume control.

Actually there is considerable airport development necessary for civil needs on airports in the above category and there are additional military requirements on civil airports in addition to those which are necessary for civil operations. Under the Federal-aid Airport Program, frequently the communities have sufficient funds and are willing to proceed with the development necessary for civil use and the military are willing and have the funds to further extend the development to cover military needs. In order to save considerable money and eliminate considerable duplication it appears desirable to have the construction at all locations accomplished by one organization.