

EXCERPTS FROM THE BUCKLEY REPORT

DATED March 24, 1952

Page 3, Paragraph 2-B

That the City of Dallas may reasonably request and expect the continuance of the following scheduled air services at Love Field:

- b. A representative 65% of the total trunkline schedules offered in the Dallas-Fort Worth area, giving effect to type of equipment, type of service, outside origin or destination, time of day, and all other pertinent scheduled consideration.

Page 3, Paragraph 3 - A & B

That the City of Dallas seek to achieve this objective on a cooperative basis by:

- a. Suggesting the inclusion of representatives of Dallas and Fort Worth in airlines' scheduling conferences.
- b. Proposing the formation of an informal working group on airport operating problems and ground tariffs to include representatives of the airlines, of Dallas and Fort Worth, and of the Civil Aeronautics Administration.

Page 3, Paragraph 5

That the City of Dallas take the initiative in developing a well-rounded regional airport program by inviting the City of Fort Worth, the Park Cities, and other appropriate public agencies to join with it in exploring the feasibility of putting all publicly-owned airports in the region under common ownership and/or control.

Page 5, Paragraph 14

That Dallas County and the Park Cities be requested to join with Dallas in financing the development program at Love Field.

Page 6, Paragraph 2

To determine the portion of that scheduled air traffic which may reasonably be expected to use Love Field, taking into account the probable opening of Fort Worth International Airport in 1952.

Page 6, Paragraph 3 - A & B

To recommend steps which might be taken:

- a. To assure the provision at Love Field of scheduled air services which may reasonably be expected to be available there.
- b. To assure the proper development and handling of Dallas air traffic which may reasonably be expected to use Fort Worth International Airport.

Page 6, Paragraph 2

The accomplishment by the Department of Aviation in cooperation with the office of the City Plan Engineer and the office of the City Traffic Engineer of approximately 200 highway test runs over 34 routes in order to develop definite information with respect to the comparative ground time between various points within Dallas on the one hand and Love Field and Fort Worth International Airport on the other.

Page 7, Paragraph 2

In this connection, it should be emphasized that we were not engaged to make a case for or against the use of Fort Worth International Airport for Dallas scheduled air traffic. Our problem in this survey has been simply to evaluate the responsibilities of the City of Dallas toward the scheduled air traffic which it generates and which it can be expected to generate in the future; and to recommend the extent, if any, to which the use of Love Field will be required to meet the needs of this traffic.

Page 9, Paragraph 13

On average, 55% of the scheduled air passengers enplaning at Love Field originate locally, and 45% are connecting passengers.

Page 10, Paragraph 18

Between 5% and 8% of air passengers originating or terminating in the City of Dallas may be expected to prefer to use Fort Worth International Airport rather than Love Field.

Page 11, Paragraph 1

Any determination with respect to the future use of Love Field for scheduled airline traffic naturally affects the capacity of the entire Dallas-Fort Worth region to handle scheduled air service. It is important at the outset, therefore, to consider the prospective airline-airport requirements for the entire Dallas-Fort Worth region.

Page 11, Paragraph 3

The above figures reflect both the tremendous traffic-generating power of the Dallas-Fort Worth region, and also its importance as a connecting point between local service and trunkline air carriers. Air service for medium and small-sized communities throughout north Texas and adjacent areas drains through the Dallas-Fort Worth region on air journeys throughout the United States. The provision of adequate airport facilities in this region to accommodate conveniently and adequately the full demand of scheduled air carriers is essential to the entire economy of the region. It is important, therefore, to plan airline-airport development not for tomorrow but for five, ten and fifteen years ahead so that the regional airport capacity may always be slightly ahead of, and therefore adequate to meet, any demands which may be made upon it.

Page 12, Paragraphs 1 and 2

This means that if the City of Fort Worth had not initiated a program for the construction of a new airline-airport to accommodate its portion of the regional scheduled air traffic, the City of Dallas would have been required within the very near future to initiate a program for the dualization of runways at Love Field. It also means that the new Fort Worth Airport cannot reasonably expect to accommodate the full airline services which will be required by the regional air traffic without expensive dualization of runways. This would be particularly undesirable because the new Fort Worth Airport cannot achieve a maximum return on an investment in dual runways. This is because both parallel runways would be on the same side of the terminal building, thus requiring the interruption of operations on the inner runway when planes are crossing it going to or coming from the outer runway. Corresponding airline airport capacity for the region is probably available much more economically through the continued use and further development of Love Field.

The problem before the City of Dallas, therefore, in studying the future development of Love Field, is simply the problem of determining how much of the regional air traffic should reasonably be accommodated at Love Field in order to avoid unreasonable expense and inconvenience to Dallas scheduled air traffic. We are not dealing with a problem of inter-airport competition, but rather with an equitable allocation of traffic between two airports, both of which must be operated to airline standards if the airline-airport requirements of the region are to be met.

✓ Page 43, Paragraph 5

We understand that serious consideration is being given by the Post Office Department to moving the existing air mail field installation from Love Field to Fort Worth International Airport and leaving only a small branch station at Love Field. The effect of this policy would be to require the bulk of Dallas air mail to be transported to Fort Worth International Airport, much of which might have to be returned to Love Field for dispatch by air or held at Fort Worth International Airport for later schedules with consequent delay in delivery at destination.

Page 45, Paragraphs 5, (1 and 2)

Accordingly, it is recommended that the City of Dallas continue the use and development of Love Field for scheduled airline operation on the basis that the following scheduled air services may reasonably be required to be available there:

1. All schedules operated in the Dallas-Fort Worth area by local service airlines.
2. A representative 65% of trunkline airline schedules serving the Dallas-Fort Worth region. The derivation of this percentage is shown in Table 11 which appears on page 48.

Page 51, Paragraphs 5, 6, 7

Obligation of the Scheduled Airlines to Provide Service at Love Field Under Their Certificates of Public Convenience and Necessity

The three trunkline carriers operating at Dallas (American, Braniff, and Delta) do so under so-called "grandfather rights" which were expressed in certificates of public convenience and necessity issued by the Civil Aeronautics Authority in 1939 in accordance with the provisions of the Civil Aeronautics Act of 1938. The local service airlines operating at Dallas (Central, Pioneer and Trans-Texas) do so also under certificates of public convenience and necessity issued in 1946 in the so-called Texas-Oklahoma case. Scheduled all-freight service is offered at Dallas by Slick Airways, also in accordance with a certificate of public convenience and necessity effective August 12, 1949.

2 ✓ These certificates do not include any requirement as to the airport through which service will be offered to Dallas or to any other city on the routes. They are, however, subject to the general obligations of the carriers to provide adequate and convenient service as such obligations are recited in the Civil Aeronautics Act. These obligations are set forth in Section 404 (a) and 404 (b) of the Civil Aeronautics Act of 1938, as amended. They read in part as follows:

Page 53, Paragraph 5

We reviewed all leases and agreements in effect between the City of Dallas and the scheduled airlines. We found none which imposed any obligation on the scheduled airlines to continue to operate at Love Field.

Page 58

XI. Program for Handling a Portion of Dallas-Generated Scheduled Air Traffic at Fort Worth International Airport

While only a relatively small percentage of Dallas-generated scheduled air traffic can reasonably be expected to use Fort Worth International Airport, the absolute amount of such traffic will represent a fairly significant portion of the business of the new airport, - at least during its developmental period. It is desirable, therefore, to take such steps as may reasonably be indicated in order to be sure that this Dallas air traffic will find the new airport a convenient and economical facility. This is a relatively small problem but one which might well serve as a testing ground for cooperative action between Dallas and Fort Worth which will become increasingly necessary with the further growth of air transportation and the consequent increasing requirement for cooperative action on regional airport problems.

As the new terminal approaches its opening date, many problems will arise which, if not equitably resolved, could easily cause friction between Dallas and Fort Worth. We believe that such a result would help no one and would do harm to both communities.

The problems we have in mind will fall roughly into two general classes. These are:

1. Scheduling problems.
2. Operating problems and tariffs.

As we see it, the scheduling problems will be concerned primarily with an equitable allocation of schedules between the two airports based on the special requirements of the air traffic generating areas drained by each. Primary responsibility for this work naturally falls on the scheduled airlines. We feel that the airlines would be wise to include representatives of the City of Dallas and of the City of Fort Worth in all of their conferences with respect to allocations of schedules between the two airports.

The operating and tariff problems which we foresee arising almost immediately, include questions such as the following:

1. Post Office policy with respect to the two airports.
2. Pick-up and delivery rates on air freight.
3. Air express rates.
4. The problem of handling international flights.
5. Limousine rates.

Page 59

6. Taxi rates
7. Pick-up and delivery stations for airport limousines.
8. Instrument approach and holding procedures.
9. Avigational aids.

These are matters of concern not only to the scheduled airlines but also to the aviation executives of the two cities, to the principal executives of the two cities, to the

business interests of the two cities, and to the Federal Regulatory agencies concerned. Accordingly, we suggest the establishment of an informal Dallas-Fort Worth Advisory Committee on Airport Operating Problems and Tariffs. We suggest that this be a working group without power to bind either city, but with the objective of reaching informal agreement on problems such as those listed above. We suggest that this informal working group be set up with representation somewhat as follows:

1. The Scheduled Airlines serving the Dallas-Fort Worth region.
2. The City Managers of Dallas and Fort Worth.
3. The Directors of Aviation for Dallas and Fort Worth.
4. The Executive Director of the Fort Worth Air Terminals Corporation.
5. The Chairmen of the Aviation Committees of the Chambers of Commerce of Dallas and Fort Worth.
6. The Regional Administrator of the Civil Aeronautics Administration.
7. A representative at large for the City of Dallas in order to have equal representation for the two cities.

If such an informal working group were established, there would be a beginning of inter-city cooperation on airport problems which, if successful, would establish a basis for consideration of more permanent cooperation.

We have reviewed in detail the history of Dallas-Fort Worth negotiations on airport problems, and find nothing in the past record which offers a constructive solution for the future. It is quite clear, however, that the cities have far more to gain by cooperation in a long-term program of regional airport development than they have by resumption of their past differences.

Both cities want and are entitled to adequate, convenient and economical access to air service; to a vigorous development of private and executive flying; and to a favorable climate for the development of airport-based industry. To achieve these objectives, the communities must have airport facilities which will assure the proper accommodation of flight and airport-based activities.

Page 60

The provision of such facilities, however, requires large amounts of capital, the expenditure of which is difficult to justify when the resulting facility is threatened by uncontrolled or unregulated competition. Every economic indicator points to the fact that the Dallas-Fort Worth area is progressively becoming more and more one economically homogeneous region. Even casual observance of the interchange of traffic on the main highways between the two cities brings this point home forcibly.

In such an area, the provision of adequate airport facilities for all classes of air traffic will become increasingly difficult, - and yet increasingly necessary. It is almost unthinkable that this region should be without a master plan for regional airport development looking toward the eventual common ownership or control of public airport facilities.

We urge, therefore, that in addition to initiating action looking toward the immediate formation of informal working groups to give attention to the immediate airport problems, that Dallas take the lead in seeking the establishment of a joint Dallas-Fort Worth

Committee to develop a master plan for airports for the entire region and to explore the possibility of bringing all the public airports in the region under common ownership or control as part of that plan through the formation of a Regional Airport Commission or Authority.

Page 64, Paragraphs 3, 4, 5, 6

Air Space

With the activation of Fort Worth International Airport and the continued operation of Love Field, Hensley Field, Meacham Field, and Carswell Air Force Base, a regional plan for utilization of air space together with new approach and holding procedures and a new plan for radio navigational aids will be required.

We were advised by both the Civil Aeronautics Administration and by the Air Transport Association that such a plan was in process of formulation, and that full opportunity for review would be available to representatives of all the affected airports.

We do not minimize the difficulty of developing a plan for the use of the air space in the Dallas-Fort Worth area which will assure safe operation for each airport and an equitable treatment of each airport's traffic when operations are under instrument flight rules. We see no reason, however, to doubt that this can be accomplished for the five airports in the Dallas-Fort Worth region which fall within a circle with a 16-mile radius, since it has been accomplished in the New York-New Jersey area for five airports with a much greater volume of traffic (Idlewild, LaGuardia, Mitchell Air Force Base, Newark, and Teterboro) which lie within a circle with a 15-mile radius.

We do not feel that the solution in the Dallas-Fort Worth area should be on a directional allocation of flights as between commercial airports because this will prevent each commercial airport from giving the full range of services required by the traffic in its natural drainage area. We believe, however, that inter-airport ferrying as between Love Field and Fort Worth International Airport will have to be kept to a minimum, - probably for only a portion of the flights of the local service carriers. This emphasizes again the need for establishing an equitable allocation as between airports of a full range of schedules based on providing economical and convenient service for the entire air traffic potential of the region.

Page 65, Paragraphs 2, 3, and 4

Building Clearances

The Civil Aeronautics Administration recommends that a strip free of buildings be maintained for 500 feet on either side of the center line of the instrument runway and for 250 feet on either side of non-instrument runways; and that the height of structures beyond these lines be limited to one foot in height for each seven feet of distance beyond the 500 foot line.

The present terminal building violates this recommended standard. The City has

about \$670,000 of original investment in the terminal building, of which about 1/3 was in the permanent-type original building which was occupied in 1940, and the remaining 2/3 in temporary-type wings which were occupied in 1947 and 1948 respectively. If the permanent-type construction were depreciated on a 25-year basis, and the temporary-type construction on a 10-year basis, the City's undepreciated investment in the terminal building in 1955 would be approximately \$200,000.

We believe that with the increasing reliance of air traffic control and approach control on electronic aids, it would be highly desirable from the standpoint of full utilization of Love Field to be prepared to abandon and raze the present terminal building sometime within the next three to five years. This would necessitate the provision of a new terminal building and we recommend that such provision be made in the development plan for the airport.

Page 72, Paragraphs 1, 2, 3, 4, 5, 6

XIV. Additional Suggestions on Dallas Airport Problems

In the course of the study, several matters came to our attention which, while not strictly within the scope of our engagement, might merit attention by the City of Dallas. We shall discuss these briefly below.

Zoning Protection for Love Field

We found no zoning ordinance in effect to protect the aerial approaches to Love Field and to assure its continued usefulness as an air transportation terminal. As a result, new construction might at any time obstruct the required approaches to the airport as it has in the past.

As an interim measure, we would recommend that all applications for building permits be checked against the recommended standards of the Civil Aeronautics Administration for the protection of the aerial approaches to Love Field, and that every effort be made to discourage construction which would interfere with those approaches.

In this connection, it should be remembered that in connection with its acceptance of Federal Aid for airport development, the City undertook the obligation to clear and protect the aerial approaches to the airport and to prevent the establishment or creation of future airport hazards. This obligation was spelled out more forcibly in one of the grant agreements under which the City secured Federal Aid which stated that the Federal Government would not make the final payment of 10% unless the approach areas "have been protected by the adoption of a zoning ordinance or regulations or by securing avigation easements or otherwise prohibiting the creation, establishment, erection or construction in such areas of airport hazards to the extent provided" in CAA recommended standards or to such reduced standards as might be approved by the C.A.A.

This obligation to clear and protect the aerial approaches to the airport and to prevent the establishment or creation of future airport hazards was also written into the warranty deed under which the City of Dallas received substantial property at the airport under the Surplus Property Act of 1944.

It is suggested, therefore, that early consideration be given to the adoption of a zoning ordinance in conjunction with Dallas County and other affected public agencies which will protect the aerial approaches to the airport.

Page 73, Paragraphs 6, 7, 8, 9

Federal Recapture Rights on the Airport

XXX
While there seems no reasonable prospect that the Federal Government will elect to exercise its right to recapture the airport which it secured under the warranty deed executed in 1949 transferring surplus airport property to the City, the fact remains that this right does exist and is an ever-present threat to the civil use of Love Field and to any new capital which may be invested there.

Under this instrument:

- ✓ 1. The Federal Government has the right to non-exclusive free use of the landing area unless such use be "substantial", but the instrument contains no definition of "substantial", and most airports have been unable to work out a definition in negotiations with the Federal Government.
- ✓ 2. The Federal Government also has the right to recapture the airport in time of emergency either in whole or in part and to pay no rental other than on facilities added to the airport without Federal Aid.
- ✓ 3. These obligations "run with the land" and are a permanent obligation regardless of the fact that the buildings which the City received under the warranty deed obviously had only a very limited useful life.

Page 74, Paragraphs 4, 5, 6, 7

Contribution by Other Municipalities to the Support of Love Field

The local origin and destination survey of scheduled airline passengers at Love Field, which was made as part of this study, disclosed that approximately 15% of Love Field passengers originate or terminate in the Park Cities and another 4.2% originate or terminate in Dallas County outside the City of Dallas and the Park Cities.

This suggests that a development program which is for the benefit not only of the citizens of the City of Dallas but also of the citizens of the Park Cities and of the balance of Dallas County might well be supported in part by contributions from the Park Cities and from Dallas County.

There are many precedents throughout the United States for such arrangements. For example, the Lehigh-Northampton Airport Authority in Pennsylvania is made up of the counties of Lehigh and Northampton and the cities of Allentown, Bethlehem and Easton. All contribute to the capital requirements and to the operating expenses of the airport.

It is suggested that the City might well initiate discussions with Dallas County and with the Park Cities looking toward a somewhat similar arrangement for the financing and administration of the further development of Love Field.