

7-96-01

II-A-933

INTERIM REPORT

BY

FEDERAL CITY COUNCIL TASK FORCE
ON
NATIONAL AIRPORT

June 24, 1980

TABLE OF CONTENTS

I.	EXECUTIVE SUMMARY	i
II.	BACKGROUND	1
III.	ISSUES AND DISCUSSION	4
IV.	CONCLUSIONS AND RECOMMENDATIONS	14
V.	EXHIBITS	19

TABLE OF EXHIBITS

- I. TASK FORCE MEMBERSHIP
- II. NATIONAL AIRPORT OPERATIONS
- III. AIRCRAFT ACTIVITY AND PASSENGER LOAD AT NATIONAL
- IV. COMPARATIVE AIRPORT TRAFFIC ACTIVITY
- V. PHYSICAL CHARACTERISTICS OF AIRPORTS
- VI. CITIES AFFECTED BY PERIMETER RULE CHANGES
- VII. SUMMARY OF OPTIONS AND RESPONSES
- VIII. EXISTING FACILITIES AT NATIONAL AIRPORT
- IX. NATIONAL AND DULLES, PERFORMANCE, PERSONNEL, BUDGETS
- X. FINANCIAL OPERATIONS (NATIONAL)
- XI. FINANCIAL OPERATIONS (DULLES)
- XII. AIRPORT FUNDING PROFILE
- XIII. AIRPORT LANDING FEES AND SPACE RENTAL COSTS

EXECUTIVE SUMMARY

In January, 1980, U.S. Department of Transportation Secretary Goldschmidt proposed operating rules for National Airport which would sharply limit its growth, reduce noise, alter the mix of aircraft, eliminate late night operations, and possibly increase the number of cities served. The purpose of these rules and the accompanying environmental impact assessment was to define operating limits which will allow master planning for physical improvement of the Airport's facilities.

The Federal City Council offered to play a facilitating role in bringing about some consensus on the Airport's future. Since early this year, a Task Force of forty Council members has been involved in an intensive examination of the issues and options. More than two dozen meetings have been held with government officials and representatives of citizen groups, private aircraft owners and operators, and airline organizations. Orientation visits have been made to the three major regional airports and over 900 pages of background material have been reviewed. The Task Force has focused on the proposed rules, preliminary plans for physical redevelopment and financing alternatives.

As a result of this review, the Task Force believes the FAA's proposed rules for National Airport's operation reasonably accommodate the competing interests at stake -- significantly reducing noise while setting the stage for more convenient passenger service. A passenger ceiling should be set somewhere between 16 and 18 million passengers annually. National should primarily serve short haul traffic from relatively nearby cities. When two flights are competing for the same slot, the shorter flight should have priority.

To maintain the new annual limit in the face of increasing demand, the frequency of major airline flights should be reduced through cut-backs in slot allocations and admittance of wide-bodied aircraft, after demonstration of their ability to operate safely at National under adverse weather conditions. Commuter aircraft, generally serving close-in communities, should be awarded up to seven additional slots on an as-needed basis. Construction of additional general aviation facilities at Dulles should be expedited and shared use of existing facilities at Andrews AFB, Davison Airfield, and the Beltsville Agricultural Research Center should be explored.

The proposed 10:30 p.m. closing time for all aircraft operations should be implemented, although scheduled aircraft that depart in time to land at National before 10:30 but are delayed enroute should be allowed to land. The Task Force believes the perimeter rule is probably no longer necessary because airplane limitations, the annual passenger limit, fewer airline slots, and a short haul preference rule -- if adopted -- will serve to limit traffic into the Airport. If one is to be kept, however, the existing 650 mile perimeter with seven grandfathered exemptions is a reasonable one, as demand sometimes already exceeds the number of available slots.

Improvements in the physical condition of Airport facilities to better accommodate both aircraft and passengers should be made as quickly as possible, with costs recovered over time through user charges.

BACKGROUND

National Airport is unique. It is the primary airport serving the Nation's Capital. It serves more than local residents. It also contributes to the efficient functioning of the Federal government -- those who work for it and those who deal with it. It is Federally owned and operated, but has a major impact on the social and economic life of the entire Metropolitan area. Therefore, decisions about its operation have broad effects -- both locally and nationally.

A number of problems exist with respect to this facility. Although it is conveniently located for many people, National Airport is noisy, congested, and unattractive. People disagree on how many and what kinds of planes should use it, when those planes should use it, how the Airport should be managed, and even whether it should continue to exist. Most people agree, however, that if it remains open then physical improvements are needed to permit more efficient use by both airplanes and travelers.

In January of this year, Secretary of Transportation Neil Goldschmidt proposed new operating rules for National Airport. These rules are intended to define the role of National in the Washington metropolitan area, to respond to legitimate concerns for less aircraft noise in the Airport's flight path, and to lay the groundwork for the Airport's physical redevelopment.

FEDERAL CITY COUNCIL INVOLVEMENT

This situation presents an opportunity for an organization such as the Federal City Council to play a facilitating role in helping to work out an acceptable course of action. The basic nature of the problem involves a Federal interest entwined with local interests, on an issue related to improving the quality of life in the Nation's Capital. The Federal City Council, as a private organization of business and civic leaders, has a history of successful involvement in similar kinds of projects. Its members represent a broad range of interests and experience in both the private and public sectors. They not only have access to short range expertise -- but also provide a valuable longer range perspective.

Since early this year, forty members of the Council have been involved in learning about the issues and options associated with National Airport. This Task Force has consisted of three Committees: one dealing with the pending operating policies being considered for National by the U.S. Department of Transportation; one dealing with physical improvements at the Airport; and one dealing with methods of financing such improvements. (See Exhibit I for a listing of the Task Force members.)

Members of these committees have had more than two dozen meetings with Federal, state and local officials, and with representatives of citizens' organizations and various airline user groups. Special orientation visits have been made to the three major regional airports, and approximately 900 pages of background material have been reviewed.

The Task Force is prepared at this time to offer some preliminary thoughts with respect to National Airport. We expect to monitor closely future policy proposals and the Master Planning process, and to support development of a comprehensive program for upgrading facilities at both National and Dulles Airports.

SOME CHARACTERISTICS OF NATIONAL AIRPORT

It was built in 1941 on 860 acres, 4.5 miles from downtown. This year, 15.5 million people are expected to use it, involving approximately 600 commercial, 300 general aviation, and 150 commuter flights per day. This volume represents approximately 67% of all air traffic at the three major regional airports. In 1979, National handled approximately 15 million people, Dulles 3.5 million, and BWI 3.8 million. National is the 11th busiest airport in the country in terms of passengers, 26th in the number of aircraft handled, and has the busiest single runway. (See Exhibits II, III, IV and V for further comparative data.)

UNDERLYING ISSUES

1. How to reduce noise and air pollution affecting the surrounding community, and by how much.
2. How to limit congestion at National and encourage greater use of Dulles and Baltimore/Washington International (BWI), which are operating below their capacities.
3. How to accommodate increasing demand from air travelers who prefer National as more convenient for tourist, business and government purposes.
4. How to improve and upgrade physical and other facilities at National -- including baggage areas, roadway access and parking, the connection to Metro, concessions and taxi service.
5. How to finance improvements and encourage efficient management.

CURRENT POLICY

National's limited size and heavy congestion led the FAA in 1969 to impose a number of restrictions:

1. Only 60 slots per hour for aircraft landings or takeoffs are allocated during periods of poor visibility when Instrument Flight Rule conditions prevail -- 40 for air carriers, 12 for general aviation and 8 for commuter aircraft. These limits are sometimes exceeded to permit extra sections for scheduled carriers (e.g. the

Eastern Shuttle). Also, up to 30 general aviation flights per hour sometimes occur at the controllers' discretion during periods of good visibility (VFR conditions). The Airport is under VFR conditions approximately 80% of the time.

2. There are voluntary limits on operating hours -- no jet flights are scheduled after 10:00 p.m., and all jet flights are discouraged between 11:00 p.m. and 7:00 a.m. However, 20 flights are currently scheduled at 10:00 p.m. which results in a backlog that can take an hour to clear up, and sometimes more than a dozen private planes fly in or out during the night.
3. No wide-bodied aircraft are permitted.
4. There is a 650 mile perimeter limit on non-stop flights except for seven cities that were already being served when the limit was established in 1966 (St. Louis, Memphis, Minneapolis, Tampa, Orlando, West Palm Beach and Miami). (Exhibit VI shows the geographic coverage of alternative perimeter limits.)

FAA PROPOSED POLICY FOR NATIONAL AIRPORT

1. The proposed policy: a) limits the annual number of passengers to 18 million; b) reduces hourly air carrier slots from 40 to 36 and assigns these four slots to the commuter airlines; c) may reduce general aviation slots from 12 to 9 and assign those three slots to the commuters; d) imposes a curfew between 10:30 p.m. and 7:00 a.m. and forbids scheduling airline and commuter activity after 9:30 p.m.; e) may increase the perimeter for non-stop flights to 1,000 miles; and f) permits some wide-bodied aircraft operations.
2. It attempts to balance the various competing interests and concerns by allowing approximately a 20% growth in passenger traffic through the use of wide-bodied aircraft and more commuter flights, but with 20% fewer major air carrier operations, which will reduce noise and divert future additional demand to Dulles and BWI.
3. It replaces current practices with new rules, based on an environmental impact statement and public hearings, to be adopted in August 1980 and implemented in January 1981.
4. A formal resolution of the issues under contention is necessary to: a) comply with a court decision requiring a justification of the future plans for National; b) provide clear policy guidance to the various components of the airline industry for their future operations; and c) permit planning to proceed for needed physical improvements at both National and Dulles.

**ISSUES AND
DISCUSSION**

In the course of the Task Force investigation, a number of concerns were expressed by government agencies, citizens and user groups. Some were specifically directed at the proposed rules. Others were more general in nature. This section summarizes the concerns expressed to us and provides some response based on Task Force findings and deliberations. (For a one-page summary of various points of view on the proposed rules, see Exhibit VII.)

CITIZEN GROUP CONCERNS

1. The noise generated by planes at National Airport is regarded by many people as being too loud, too frequent and occurring too late in the evening. Some feel it is unfairly concentrated over the same area all of the time and that the proposed policy does not go far enough to alleviate this problem.

Response: The proposed FAA policy will mean fewer jets per hour and an earlier nighttime curfew. Together with the phasing in of stricter Federal noise standards, these policies will result in considerably less disturbance to area residents. FAA is also willing to test a greater number of takeoff patterns than the one currently being used, but local citizens and government agencies are not in agreement among themselves on which additional areas should be flown over.

2. The Airport generates air pollution in an area already exceeding Federal air quality standards. This additional pollution is caused both by aircraft flying over the same flight paths and by automobile traffic to and from the Airport.

Response: The newer generation of aircraft is more fuel efficient and less polluting. Simply moving airplane flights to other airports will only move the pollution with it and, if longer auto trips are required, there may actually be a net increase in automobile energy consumption and pollution. A rebuilt National Airport will be more convenient and better served by Metro. Auto circulation can be improved and, with more efficient auto engines and better emission control devices, automobile pollution generated by National Airport traffic should not be a significant problem.

3. The Airport is unsafe because it has too much air congestion, too short a runway and is too close to a densely settled urban area.

Response: The FAA, the Federal agency charged with promoting air safety, operates the Airport. It has limited the number of total flights per hour to 60 under IFR conditions. The total number

of scheduled commercial flights has actually decreased slightly during the past twenty years. Private general aviation flights have increased, but most of these flights involve fully qualified professional pilots. A 500 foot safety overrun has been proposed for the main runway. The actual Airport safety record has been excellent and navigational equipment is continuing to improve. In the event of engine failure or some other emergency, the flight path along the Potomac River and adjacent parklands would provide emergency landing areas away from built-up neighborhoods. However, further testing may be appropriate to assure that wide-bodied aircraft can operate safely at National under adverse weather conditions.

4. The past public investment at Dulles and BWI is being wasted because the airlines are not willing to move, or duplicate, service there as long as the greater convenience of National Airport is available to them.

Response: The proposed FAA policy is responsive to this concern. It would place a ceiling on annual passenger volume at National, thereby diverting future growth to Dulles and BWI. The outlying airports are being made more convenient: improved bus service is being developed to Dulles along the Dulles access road and the new I-66, and to BWI along the Baltimore/Washington expressway. Continuing development patterns will also lead naturally to shifts of service by the airlines to Dulles and BWI as warranted by market demand.

USER CONCERNS

1. There is need for greater Airport capacity to serve a growing national and international demand for travel to the Nation's Capital, by all classes of travelers and types of aircraft. At the present time, National is served by 13 major commercial carriers, 9 commuter airlines, and an indeterminate number of general aviation aircraft. Federal deregulation and the continued growth of Washington as a business, as well as governmental, center should cause these numbers to grow. New navigational and air traffic control technology would permit increased use of National above current fixed levels.

Response: Because of physical limitations and environmental concerns, as well as policy considerations, FAA is proposing to limit future growth at National to 20% above 1979 levels and to shift additional traffic to Dulles and BWI where ample capacity exists to serve the Washington regional market. Wide-bodied commercial jet aircraft are to be permitted at National under the proposed FAA policy to service heavy demand cities with fewer aircraft. Slots are to be re-allocated to permit growth by commuter airlines serving markets that are relatively less feasible for economic service by major air carriers.

2. The earlier curfew at National will reduce the number of connections that can be made with cities to the west, for both travelers and mail, and may serve as a precedent that would lead to a reduction in service at other cities as well.

Response: This region is in the fortunate position of having three major airports. Closing National at 10:30 p.m. will cause some inconvenience but little hardship. Dulles and BWI will continue to be available for long haul and nighttime connections, as demanded by the market. The Task Force does not believe that the establishment of a more formal, and earlier, closing time will endanger Washington commerce. This action by the FAA, as the owners of the Airport, however, should not be construed as a precedent for other cities. The Task Force feels that voluntary limitations, such as those that have been in effect at National, are generally preferable. In this case, though, the package of proposed rules has been balanced so carefully that the Task Force accepts the mandatory closing as an integral and necessary part of the plan to achieve approval for improved and more efficient facilities at the Airport. National's in-town location and the availability of two alternative airports makes this case unique.

3. Better ground facilities are needed for baggage handling, passenger access, concessions and other consumer services, and servicing of wide-bodied aircraft.

Response: We agree. These rules have been proposed, in large part, in order to obtain the necessary public approvals for such new or improved physical facilities in and around the terminals. The Task Force intends to continue to monitor and comment on the development of such plans.

4. The current process of allocating aircraft slots among the scheduled air carriers involves two private industry committees -- one for the major airlines and one for the commuters -- and an exemption from the general antitrust statutes. The process is becoming more difficult under Federal airline deregulation, but is preferred by the airlines over the bidding process currently being considered by the Government.

Response: Though not expressing an opinion on all of the complex legal and economic questions raised by the alternative methods of slot allocation, it seems to the Task Force that the FAA might adopt a policy of giving preference to the shorter of two flights competing for the same slot. This would involve a modification of the current procedure, but would be consistent with the proposed rules and would further implement the short haul policy preference at National.

5. Other concerns about slot allocation include:

a. The major air carriers would like more flexibility to reflect actual demand conditions rather than a single fixed number of slots per hour. Also, the airlines propose that connecting passengers not be counted as part of the total annual passenger limit.

Response: The FAA should consider whether the public might be best served if the airlines were allowed a few extra slots during the week (but within the proposed new operating hours) in exchange for surrendering slots on the weekends. This would allow for a maximum use of the close-in facility by persons doing business with the Government and might lead to significant noise reduction on the weekends when people are out of doors -- on the Mall and elsewhere. The exclusion of connecting passengers for the 18 million ceiling would result, as a practical matter, in a total passenger volume at National of nearly 23 million and would further delay more productive use of Dulles and BWI.

b. Commuter aircraft (less than 56 seats) are mostly propeller driven and thus less noisy. They generally provide service within a 250 mile radius and 75% of their passengers connect with major carriers. Because of these factors, the commuter airlines would like an extra hour of operating time before and after the limits for major commercial jets. Also, the new generation of STOL (short takeoff and landing) aircraft are able to use cross runways and may not need to compete with major carriers for slots on the main runway.

Response: More slots will be provided by the rules, but not more time. The curfew applies to all. This may be inconvenient but it need not be an impossible situation if the airlines and the commuters coordinate their services more closely. Despite the technological advances in STOL aircraft, the Task Force feels that safety concerns will probably not allow for unrestricted use of cross runways.

c. Private general aviation is growing at a faster rate than other kinds of air travel. Between 1972 and 1979, the number of general aviation flights at National grew by more than 15,000 while the number of major commercial flights declined by 11,872. General aviation planes are usually less noisy, serve special business purposes where time is at a premium and are generally capable of using the shorter cross runways. But, this category of users is concerned about being squeezed out by the commercial airlines, including commuters, whose aircraft carry more passengers per trip and therefore appear to be more cost effective in their use of the Airport's limited capacity.

Response: Under the proposed rules, general aviation travelers will retain at least nine of the twelve slots reserved for them currently. In addition, they can obtain special slots above their formal limit when weather conditions permit, which is 80% of the time. Also, they are more flexible in their scheduling needs and have other options at Dulles and BWI. But this region must plan for additional general aviation facilities. Dulles can and should be expanded to accommodate more general aviation use on an expedited basis. Explorations should continue as well into the shared use of existing facilities at Andrews, Davison and Beltsville.

OTHER CONCERNS

1. Representatives of hotels, visitors and trade associations fear that shorter hours and an early curfew may discourage travelers from flying into the Washington area the night before a meeting, or may cause them to leave the area earlier in the day -- thereby hurting hotel and restaurant business. Also, if a flight is scheduled into National, but is diverted to Dulles or BWI because of the curfew, it may cause great inconvenience to travelers or those meeting them, and thereby produce a confusing and negative impression of air travel to this area.

Response: The Task Force is unpersuaded that an earlier closing of National, at 10:30 p.m., will substantially impair Washington's hotel and restaurant business. As service is increased at Dulles and BWI, travelers will use these other airports, which are only 20 minutes farther away at that hour. We encourage, however, the FAA to allow those flights to land which depart in time to arrive at National before the curfew but which are delayed in flight. Under the new rules, this should happen infrequently and should cause no significant noise problem.

2. Some local and federal planning officials have suggested elimination of air service in the Northeast corridor, saying that it makes little sense to subsidize high speed train travel while encouraging air service over the same route.

Response: The competition of the marketplace -- autos, planes, buses, trains -- should be allowed to deal with this issue, as it does at present.

3. Local and Federal planners and park representatives have lamented the effects of airport noise and pollution upon the monuments and park areas, and claim that outdoor activities are unduly limited and made less pleasant.

Response: The proposed initial reduction in total jet flights may not make a significant difference in the perceived noise level on the Mall -- but it will prevent it from becoming worse. As noted elsewhere, we do recommend that the FAA consider exchanging extra airline slots during the week for sharply reduced airline activity on the weekends when outdoor activity is at its peak.

COMMENTS ON PROPOSED RULES

1. Total Annual Passenger Limit

Roughly 15.5 million passengers are projected to use National this year. The FAA proposes to establish a new maximum limit of 18 million per year.

A number of persons in areas affected by aircraft noise have said they wish that it were possible to close the Airport down or to at least significantly reduce the number of jet flights. If National were to be closed down, however, then approximately 18 million air travelers would have to be accommodated elsewhere -- most likely at Dulles and BWI. By 1985, these airports are already projected to handle more than three times their current passenger loads. To add all of National's passenger demand would cause severe overcrowding at both Dulles and BWI, and the access roads leading to them, with no room to accommodate future demand. This would seriously hamper efficient air transportation throughout the region. Other possibilities would be to build a major new airport somewhere in the region, or to use some existing facility such as Andrews Air Force Base. But these are not believed to be politically viable options.

Some citizen groups and local government agencies have proposed that the limit be cut back to a level of between 14 and 15 million per year. This appears to be unnecessarily disruptive. The proposed policy will not go into effect until 1981 when roughly 16 million will be using the facility. We believe the better course is to accommodate existing traffic and to allow for a smooth adjustment of airline scheduling and travel patterns, but not to the maximum theoretical limit provided by technological capacity or demand. The Task Force therefore believes the new limit should be somewhere between 16 and 18 million per year.

A question has been raised as to whether the number of passengers using National to connect to other flights should be included within the total annual limit. Presently, about 25% of commercial airline passengers and 75% of commuter airline passengers are estimated to be connecting to other flights. The airlines have suggested that since these connecting passengers do not contribute to the demand on parking spaces and access roads, they should be excluded from the total ceiling. On the other hand, it has been noted that by not including these passengers the total effective annual limit at National would be closer to 23 million than 18 million and this is not considered supportive of the broader objective of diverting demand to either Dulles or BWI.

2. Curfew

The Task Force found the curfew generally supported by local groups and opposed by most of the user representatives. General aviation representatives, for example, say that many of their aircraft are less noisy than larger commercial carriers and that, because they tend to be used by people for whom time saving is very important, general aviation should be allowed to use National Airport without regard to the curfew. The Task Force found, however, that general aviation aircraft will be permitted to use National until 10:30 p.m. (one hour beyond the 9:30 cut-off for scheduled commercial flights), and after that time the extra 20 minutes required to get to Dulles or BWI did not seem to represent a major inconvenience.

All user representatives have argued that any curfew at National would represent a harmful and undesirable precedent that might be adopted by other cities. The Task Force, as noted earlier, accepts the mandatory closing in this unique case, though it would prefer a voluntary system. The proposed FAA policy for National should not be regarded as a precedent elsewhere. Most other cities do not have two other major alternative airports serving the same market, and would be unlikely to cut off all service at an hour that would cause themselves serious economic harm.

3. Allocation of Slots

There is general support for the proposed transfer of existing slots from both major commercial carriers and from general aviation to the commuter airlines (i.e., those with less than 56 seats) in order both to serve smaller cities in danger of losing some air service under deregulation and also to reinforce the general orientation of National as primarily a short haul airport.

In addition, there is strong local support for the principle of further reducing air traffic using National on the weekends because: a) more people are outdoors in areas impacted by noise; b) there is less justification for flights into National in order to conduct business with, or on behalf of, the Federal government; and c) travelers could be easily accommodated at Dulles and BWI. The commercial airline industry has expressed some willingness to consider giving up some of its current weekend slots in exchange for additional slots during peak travel hours Monday through Friday, with those additional slots to be taken from general aviation. The Task Force felt, however, that the airline industry proposal did not go far enough towards reducing aircraft noise on the weekends and that consideration ought to be given by FAA to some additional reduction in weekend Airport operations.

4. Wide-bodied Aircraft

There is general support for the concept of allowing wide-bodied aircraft into National -- assuming they are able to operate safely there -- because they are able to carry more people on fewer flights and,

together with new technology, would therefore result in less total noise. To realize the maximum benefits of this policy, some runway upgrading and improved terminal facilities to permit adequate parking and loading areas would be needed. Also, a better roadway system and connection to the Metro will be required so that larger numbers of people going through the facilities at any one given time can be properly accommodated.

5. Perimeter Rule

The Task Force found that imposition of a maximum annual passenger limit and limitation on the type of aircraft that can use National (e.g. no four engine aircraft) essentially reduced much of the rationale for a perimeter rule. There is no necessary relationship between a perimeter rule and a reduction in aircraft noise -- given other standards related to aircraft technology and noise abatement. It has been pointed out, however, that present demands often exceed available slots. Extending the perimeter may only further exacerbate the slot allocation process and perhaps shift some long distance flights from Dulles and BWI to National. If a perimeter is to be continued, therefore, the Task Force believes that retaining the 650 mile limit, with its exemptions, is probably the most desirable. On the other hand, a limit of 1,000 miles as suggested in the proposed rules would also be acceptable.

It is a basic premise of the Task Force that National should be used for short haul flights as much as possible. Therefore, the Committee felt that if a perimeter limit is maintained, and no matter which limit is chosen, FAA should consider requiring that preference be given to the shorter of any two flights competing for the same time slot.

FUTURE ISSUES

1. Role of the Federal Government

In the present rulemaking procedures, the Department of Transportation is attempting to develop a coherent policy for its facilities at National and Dulles Airports. In addition, the Federal government needs to review its use of other Federal airport facilities in the region -- such as Beltsville (which is controlled by the Department of Agriculture), Andrews Air Force Base and Davison Air Field (which are controlled by the Department of Defense). Serious consideration should be given to shared use with general aviation of these underused facilities.

Continuing attention must be paid to the future responsiveness of Federal airport policy in the Washington region to local community interests. Although there will be a formal review of any Master Plan for the physical development of National and Dulles, there should also be a periodic review of the effects of whatever operating policy is adopted. Such a review should involve not only the airlines and other private sector interest groups and local governments, but also the states of Maryland and Virginia, which have their own overall regional aviation plans.

2. Physical Plans

Extensive modernization and substantial improvements are necessary to accommodate both operating and aesthetic interests in this airport serving the Nation's Capital. Such improvements should also encourage participation by the airlines in terms of financing a high quality design of their terminal facilities.

Assuming adoption of a formal operating policy this summer, a Master Plan is to be contracted for in August and proposed for public review during Fiscal Year 1981. Earlier preliminary plans for physical improvements were estimated to cost about \$200 million.

Some needs and options to be considered in such a plan are: runway, taxiway and ramp capacity to accommodate wide-bodied aircraft; a new North Terminal; retention/expansion of the Main terminal; a dual level roadway passenger drop-off and pick-up system; a parking structure to consolidate many of the existing 7,000 surface spaces; and a direct pedestrian connection with Metro, which is currently serving nearly 20% of Airport passengers.

The congestion caused by the staging of construction necessary to permit continued operation at National will also probably temporarily encourage a greater use of Dulles and BWI -- which in turn should contribute to the proposed long term diversion of a greater proportion of flights to those other facilities.

3. Financing of Improvements

Under the current accounting system, National's "profits" carry Dulles' "losses". National produces a \$10 million annual surplus for the U.S. Treasury while Dulles' losses amount to approximately \$1.5 million annually. Also, it should be pointed out that user fees at both airports are among the lowest in the Country. (See Exhibits IX through XIII.)

The Airports receive no direct funding from the national public Airport Development Assistance Program, although an equivalent amount under the national formula is requested each year as part of the Department of Transportation appropriations. Actual income earned from landing and concession fees is not retained and spent by the FAA Washington Metropolitan Airport Office, but instead flows directly to the U.S. Treasury.

The Congress should consider granting the Airports greater financial independence in order to encourage greater accountability. A separate regional authority to issue revenue bonds would probably be unacceptable to Congress because of likely loss of Federal control. The best choice may be the establishment of one or more revolving funds managed by a Government corporation, with some opportunity for direct Federal funding where appropriate. The St. Lawrence Seaway project might well be an applicable model.

The user fee structure for National should support the proposed policy goals -- i.e., encourage diversion of future traffic to Dulles and BWI, as well as provide for amortization of the physical improvements -- on the grounds that a premium facility offering premium convenience should command a premium price.

**CONCLUSIONS AND
RECOMMENDATIONS**

GENERAL CONCLUSIONS

1. FAA has done a good job in providing a framework for improving the quality of service at National. The proposed policies do not completely satisfy everyone concerned, but they reasonably accommodate most of the basic interests of both local citizens' groups and users. In conjunction with the already established Federal noise standards and new aircraft technology, the proposed annual passenger limit, fewer jet flights and reduced operating hours should produce significantly less noise in the surrounding area. At the same time, they would allow continued use of the Airport by local residents and by persons from elsewhere in the Country wishing to visit their Nation's Capital.
2. The basic operating and development framework for National Airport should be one of restricting future growth and encouraging diversion of additional demand to other airports in the region. Increasingly, there should be a tilt towards service to and from nearby cities. That is, National should continue to serve primarily short haul flights, on the theory that the connection on the ground should not take longer than the time in the air and that persons traveling long distances ought to be prepared for a relatively more time consuming ground connection.
3. Within this overall framework, FAA should maintain some flexibility to accommodate changed circumstances. The airline industry is presently undergoing a period of change and adjustment reflecting: Federal deregulation; increased fuel costs; new aircraft and navigational technology; improvements to competing transportation modes; and national and regional population movements. Any, or all, of these factors may cause the air carriers to shift their patterns of service during the next few years. Specific decisions about what type of aircraft should serve which cities and use which airports should be determined by the competitive marketplace to the extent possible.
4. Improvements in the physical condition of the terminal and ground transportation facilities at National should be made as quickly as possible. These improvements should be based upon, and supportive of, the proposed new policy of reduced jet operations and restricted future growth.
5. The costs of such physical improvements should be recovered over time by fees charged to users of the facilities, and the administration of the entire Airport operation should be as cost effective as possible.

RECOMMENDATIONS

The Task Force is in basic agreement with most of the FAA policy proposals, but wishes to offer some additional ideas intended to contribute further to a reasonable accommodation between those calling for more service to meet consumer demand and those who think National represents too much of an intrusion on the local community.

With Respect to Pending FAA Policy Proposals

1. Passenger Limit

Establish a limit of between 16 and 18 million total passengers a year. Recent growth rates would tend to produce approximately 25 million passengers a year at National by 1990. On the other hand, some public agencies and local citizens' groups have suggested reducing the number of passengers from existing levels. A passenger ceiling anywhere within the proposed range is a compromise that would allow a slight increase in passengers, but with a reduction in the number of daily jet flights. Also, it would result ultimately in about 50% of all projected regional air traffic being diverted in an orderly fashion to the presently underused facilities at Dulles and Baltimore/Washington International.

A complete closing of National, as has been suggested by some, would require the construction of a new airport or the substitution of another facility such as Andrews Air Force Base -- both highly unlikely prospects. Otherwise, an intolerable overload would result at Dulles and BWI -- both of which, it is forecast, will at least triple their current volume by 1990. Such an overload would create capacity and circulation problems both at the airports and on the access roads throughout the region, and would allow no room to accommodate future growth.

2. Curfew

Implement the proposed reduction in operating hours to prohibit scheduled flights of commercial airlines between 9:30 p.m. and 7:00 a.m. Also implement the proposed ban on all traffic at National between 10:30 p.m. and 7:00 a.m., except for emergencies and incoming flights that could reasonably have been expected to land within the deadline but were delayed due to weather or other uncontrollable circumstances.

The imposition of such a formal closing time should not be regarded as a general endorsement of such an action at other airports in other cities. Rather, it is only the unique nature of the Washington area, with one in-town airport plus at least two outlying facilities, that makes this restriction feasible.

3. Slot Allocation

- a. Reduce the total number of major air carrier slots by an initial 10% as proposed, with subsequent further reductions as necessary to meet the new annual passenger ceiling. In addition, the FAA should consider varying the average daily allocation within the same weekly total so that fewer flights are scheduled on weekends when there is increased outdoor activity on the Mall and in residential areas, but more are allowed during peak demand periods during the week when passengers tend to be doing business with, or on behalf of, the Government.
- b. Increase the number of slots available for commuter and air taxi service (i.e., aircraft with less than 56 seats), by transferring, as needed, an average of 4 per hour from major air carriers and 3 per hour from general aviation, thereby emphasizing the short haul nature of National and encouraging the diversion of more traffic to Dulles and BWI.
- c. General aviation should continue to be allowed to operate at National beyond the proposed new limit of 9 slots per hour to the extent permitted by Airport facilities and the flight controllers' discretion during fair weather (i.e. under Visual Flight Rule conditions). Such conditions tend to prevail nearly 80% of the time, sometimes resulting in up to 30 general aviation flights per hour.

To further accommodate the needs of general aviation at National under Instrument Flight Rule conditions and to decrease unnecessary congestion, the Federal government should consider transferring its own aircraft (FAA, Coast Guard, etc.) to other Federally owned facilities such as Andrews or Dulles.

4. Wide-bodies

After assuring their ability to operate safely, permit the use of two and three engine wide-body aircraft in order to accommodate more passengers in fewer, quieter and more fuel efficient planes. Market-place pressures to use these aircraft, together with the proposed total annual passenger ceiling, should reduce the need for extra sections (e.g. the Eastern Shuttle) and should bring about significantly fewer total flights. Rigid quotas or substitution ratios of wide-bodied for narrow-bodied jets appear to be unnecessary.

5. Perimeter

Given a total annual passenger ceiling, restrictions on the type of aircraft permitted and an open competitive market under deregulation, a formal perimeter may not be required. If one is to be maintained, however, the Task Force feels the present 650 mile limit with the seven excepted cities is acceptable. On the other hand, other considerations

may persuade the FAA to establish an overall perimeter of 1,000 miles for non-stop service. In either case, National's short haul orientation should be maintained by an FAA rule giving preference to the shorter of any flights competing for the same slot.

With Respect to Other Issues

1. Noise Dispersal

To the extent practicable, consideration should be given to dispersing aircraft departures over more than one flight path, so that the noise is not concentrated over the same area all of the time.

2. Airport Redevelopment

Within the proposed annual passenger ceiling of no more than 18 million, a Master Plan should be developed for the modernization of the Airport that provides for: improved runway and terminal facilities to accommodate wide-bodied aircraft; a direct connection to Metro; replacement of surface parking with garages; a more efficient roadway system.

As part of this process, other related plans and proposals should be taken into account and pursued. These plans should include, for example:

- a. improved and upgraded concessions and taxi service at National;
- b. better access to Dulles by bus, Metro and/or possibly helicopter;
- c. the development of future additional facilities for general aviation at airports other than National -- including shared use of other Federally owned airports in the region such as Beltsville, Andrews, and Davison, as well as Dulles;
- d. the relocation of Federal government aircraft and hangar space out of National, in order to better accommodate the physical as well as operational needs of other aircraft.

3. Airport Financing and Administration

Consideration should be given to the establishment of revolving funds sufficient to cover operating expenses and long term capital borrowing for both National and Dulles. Such funds should be financed by appropriate increases in user fees. They might be administered by

a Government corporation, perhaps modeled after the St. Lawrence Seaway Development Corporation, charged with following cost effective business management practices to the extent practicable.

Any additional costs for special facilities and services to accommodate the Federal government should be appropriated directly by Congress.

The fee structure for Airport users should also be designed to support and complement other aspects of the overall airport policy, such as diversion to Dulles and BWI of relatively longer, underused and primarily connecting trips.

EXHIBITS

EXHIBIT I

NATIONAL AIRPORT TASK FORCE
Phillips S. Peter, Chairman

Earl P. Bassett, Jr.
Vice President, Federal
Government Affairs
3M Company

K K Bigelow
Corporate Director, Washington
Relations
Martin Marietta Corporation

Alan S. Boyd
President
National Railroad Passenger Corp.

Calvin Cafritz
Calvin Cafritz Enterprises

Lisle C. Carter, Jr.
President
University of the District
of Columbia

Roger A. Clark
Partner
Rogers & Wells

Frederick J. Clarke
Consultant
Tippetts-Abbett-McCarthy-Stratton

Thomas B. Cookerly
President and General Manager
WJLA-TV

Kenneth M. Crosby
Vice President
Merrill Lynch, Pierce, Fenner
& Smith Inc.

Sheldon W. Fantle
President & Chief Executive
Officer
Peoples Drug Stores, Inc.

Norman Farquhar
General Partner
Alex. Brown & Sons

Donald S. Farver
President
Blue Cross

James D. Franklin
H.G. Smithy Company

Theodore R. Hagans, Jr.
Chairman
Hagans Enterprises

George W. Hoyt
Publisher
The Washington Star

Daniel L. Hurson
Chairman of the Board & Chief
Executive Officer
Acacia Mutual Life Insurance
Company

Paul R. Ignatius
President & Chief Executive
Officer
Air Transport Association of
America

Charles F. Jones
President
NUS Corporation

Robert K. Koontz, Jr.
Chairman of the Board &
President
Security National Bank

William J. McManus
Byers & McManus Associates

William E. Miller
Partner
Stephoe & Johnson

Blake T. Newton, Jr.
President
American Council of Life
Insurance

NATIONAL AIRPORT TASK FORCE -- Page Two

Melvin M. Payne
Chairman of the Board
National Geographic Society

Phillips S. Peter
Vice President
General Electric Company

Martin Rubenstein
President
Mutual Broadcasting System, Inc.

John F. Ryan
Director, Corporate Relations -
Washington
International Telephone &
Telegraph Corporation

Victoria Schuck
President
Mount Vernon College

Richard A. Schuman
Group Vice President - Peoples
Division
Peoples Drug Stores, Inc.

Raymond P. Shafer
Partner & Senior Counselor
Coopers & Lybrand

*Foster Shannon
President
Shannon & Luchs Company

Donald K. Smith
Senior Vice President & General
Counsel
Government Employees Insurance
Company

Douglas R. Smith
Chairman of the Board
National Savings & Trust Company

Robert H. Smith
President
Charles E. Smith Building
Corporation

William L. Smith
General Manager
The Washington Hilton

**John W. Snow
Vice President
Chessie System

***John W. Stadtler
Chairman and Chief Executive
Officer
National Permanent Federal Savings
& Loan Association

Roger L. Stevens
Chairman
John F. Kennedy Center for the
Performing Arts

Henry Strong
President
Hattie M. Strong Foundation

David R. Waters
Chairman of the Board & Chief
Executive Officer
Garfinckel, Brooks Brothers,
Miller & Rhoads, Inc.

*Chairman, Physical Development Committee
**Chairman, Operations Policy Committee
***Chairman, Financing Committee

NATIONAL AIRPORT
OPERATIONS

EXHIBIT II

	Existing Conditions	FAA Proposed Policy 1990
Aircarrier		
Wide-body per Day	0	154
Total Aircarrier per Day	626	480
Total Aircarrier per year	208,000	175,000
Commuter		
Total Operations per Day	145	200
Total Operations per Year	48,000	73,000
General Aviation		
Total Operations per Day	260	268
Total Operations per Year	95,000	98,000
Totals		
Total Operations per Day	962	948
Total Operations per Year	351,000	346,000

PASSENGER DISTRIBUTION

1979 Existing	
DCA (National)	15,009,000
IAD (Dulles)	3,519,000
BWI	<u>3,818,000</u>
Regional Total	22,346,000
1990 Proposed Policy	
DCA	18,000,000
IAD	10,151,000
BWI	<u>9,420,000</u>
Regional Total	37,571,000*
1990 Restricted Policy	
DCA	16,000,000
IAD	11,354,000
BWI	<u>10,222,000</u>
Regional Total	37,576,000*
1990 Expanded Policy	
DCA	22,090,000
IAD	7,694,000
BWI	<u>7,782,000</u>
Regional Total	36,566,000*

*Projections do not include estimates of general aviation at Dulles or BWI.

EXHIBIT III

AIRCRAFT ACTIVITY AND PASSENGER LOAD AT NATIONAL

CALENDAR YEAR 1972

CATEGORY	TOTAL PASSENGERS	PERCENT	TOTAL OPERATIONS	PERCENT	PASSENGERS PER OPERATION*
Air Carrier	10,689,961	96.1%	218,984	66.1%	48.8
Commuter	250,002	2.3%	30,746	9.3%	8.1
Gen. Aviation	<u>182,002</u>	<u>1.6%</u>	<u>81,699</u>	<u>24.6%</u>	<u>2.3</u>
Total	11,121,965	100%	331,429	100%	----

CALENDAR YEAR 1979

CATEGORY	TOTAL PASSENGERS	PERCENT	TOTAL OPERATIONS	PERCENT	PASSENGERS PER OPERATION*
Air Carrier	14,277,825	94.3%	207,112	58.7%	68.9
Commuter	632,567	4.2%	48,594	13.8%	13.0
Gen. Aviation	<u>223,614</u>	<u>1.5%</u>	<u>97,198</u>	<u>27.5%</u>	<u>2.3</u>
Total	15,134,006	100%	352,904	100%	----

* In the case of general aviation, crews are included in the passenger count; in the case of air carriers and commuters they are not.

EXHIBIT IV

AIRPORTS TRAFFIC ACTIVITY

AIRPORT	CY 1978 Aircraft Operations			Passengers (Millions) <i>b/</i>	Ranking by	
	Total (000) <i>a/</i>	General Aviation			Total Operations <i>c/</i>	Total Passengers <i>b/</i>
		Opera- tions (000) <i>a/</i>	% Total Opera- tions			
Washington National	352	94	27	14.2	26	11
Dulles	177	109	61	3.2	144	36
Baltimore	222	99	45	3.6	86	32
Logan	346	54	16	13.5	28	12
La Guardia	367	70	20	17.3	21	9
JFK *	344	32	9	25.1	31	4
Newark *	210	34	16	8.6	104	18
Tampa	223	72	33	7.0	90	22
San Francisco	357	57	16	23.0	24	5
Oakland *	471	400	85	2.8	10	42
San Diego	204	97	48	6.2	102	24

a/ Source: Tower Airport Statistics Handbook for CY 1978, Compiled by Advanced Technology, Inc., April 1979, for FAA

b/ Source: Airport Operators Council International (AOCII) Passenger Survey, April 1979.

c/ Source: FAA Air Traffic Activity for CY 1978

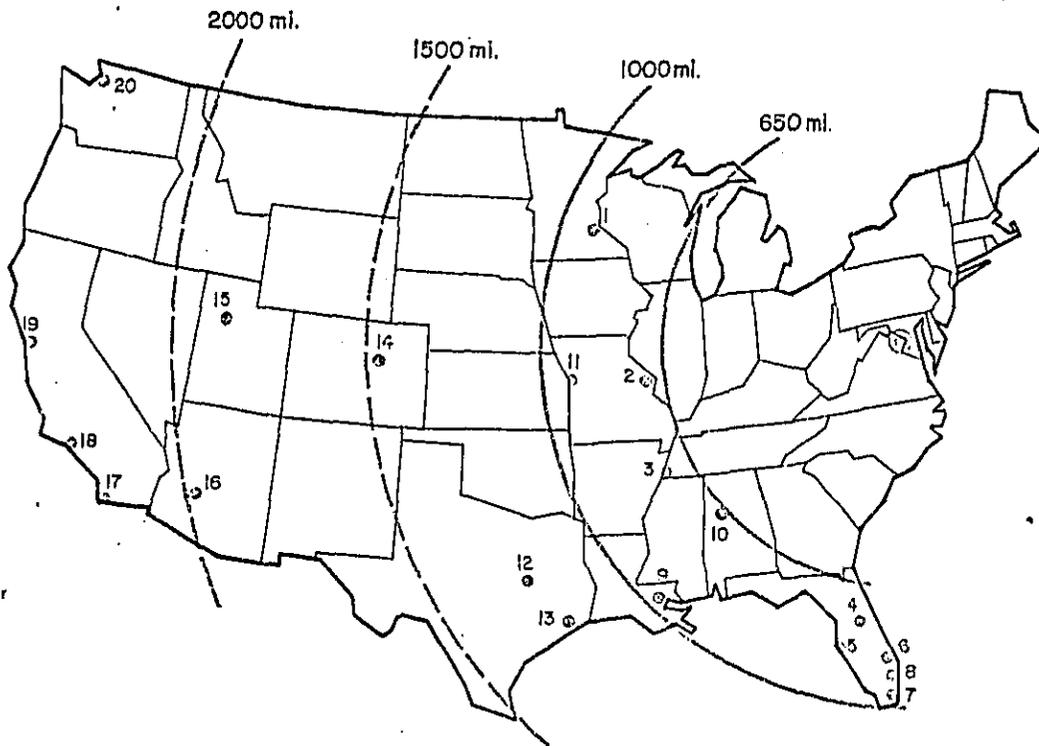
*Airports Not Visited by Study Team

EXHIBIT V

PHYSICAL CHARACTERISTICS OF
AIRPORTS AND EXPANSION CAPABILITY

AIRPORT	Physical Characteristics			Physical Expansion Capability		
	Size (Acres)	Number of Runways	Longest Runway (Feet)	Good	Fair	Poor
Washington National	860	3	6,870			✓
Dulles	10,000	3	11,000	✓		
Baltimore	3,230	4	9,520	✓		
Logan	2,400	5	10,800			✓
La Guardia	650	3	7,000			✓
Tampa	3,300	3	11,000	✓		
San Francisco	5,210	4	12,600			✓
San Diego	480	2	9,480			✓

EXHIBIT VI



- Grandfather Cities:
1. Minneapolis/St. Paul
 2. St. Louis
 3. Memphis
 4. Orlando
 5. Tampa
 6. West Palm Beach
 7. Miami

- Additional Cities Eligible for Non-Stop Service with 1,000 Mile Perimeter:
8. Ft. Lauderdale
 9. New Orleans
 10. Birmingham
 11. Kansas City

- Cities Outside Perimeter Options:
12. Dallas/ Ft. Worth
 13. Houston
 14. Denver
 15. Salt Lake City
 16. Phoenix
 17. San Diego
 18. Los Angeles
 19. San Francisco
 20. Seattle

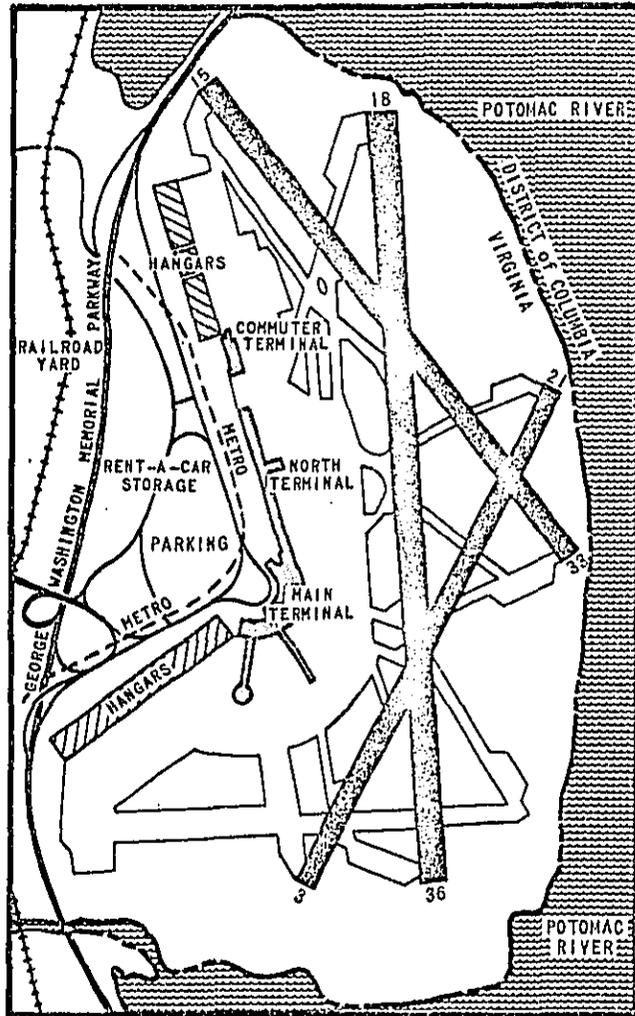
METROPOLITAN WASHINGTON AIRPORTS
ENVIRONMENTAL IMPACT STATEMENT SUPPLEMENT
**CITIES AFFECTED UNDER VARIOUS
PERIMETER OPTIONS AT NATIONAL**

25

SUMMARY OF OPTIONS RE NATIONAL AIRPORT OPERATIVE POLICY

CURRENT PRACTICE	FAA DRAFT PROPOSAL	COMMERCIAL AIRLINE RESPONSE	CONCRETE AIRLINE RESPONSE	GENERAL AVIATION RESPONSE	CITIZEN GROUP RESPONSE	COUNCIL OF GOVERNMENTS RESPONSE	NATIONAL CAPITAL PLANNING COMMISSION RESPONSE	OTHER COMMENTS OR PROPOSALS
1. Annual limit currently 15 million; growing at nearly 1 million per year.	18 million per year total limit, including connecting passengers	Prefer no formal limit, just practices and competitive market; or, at least, no curbing of connecting passengers (roughly 25%)	Prefer an increase in capacity through better use of new technology, aircraft and navigational systems.	Prefer increased airport capacity, including separate runways for general aviation	Prefer closing. Favoring 14 million annual limit (1 million less than current level)	Prefer a 14 million level	Prefer eventual closing of Airport by 1950. Favoring 14 million annual limit to Dulles, MD and retaining existing, a 12.2 million limit (current level)	Hotel and Visitor Associations (HVA) don't want a limit at all. They think that may result in discouraging travel to Washington
2. Curfew No scheduled after 10:00 p.m. (with 20 scheduled at 10:00 p.m. - which take 30 minutes to clear out). Other aircraft are distributed but permitted between 11:00 p.m. and 1:00 a.m.	No flights scheduled after 9:30 p.m. and no flights of any kind permitted between 10:30 p.m. and 7:00 a.m.	Generally opposed, because of difficulty in making connections with other cities; precedent in other cities. Would prefer 9:15 limit on scheduled flights; 10:30 curfew on arrivals, and 7:00 curfew on departures and other extraordinary circumstances	Prefer an additional hour before and after major carrier time limits in order to handle connecting traffic	Strongly opposed because: their planes are relatively quiet; business leaders want maximum flexibility and convenience in their travel; they are not interested in other airports - affecting business, mail and freight service. Prefer noise standards, instead.	Strongly support, with further restriction on weekends	Strongly supports	No flights after 9 p.m. on weekdays or between noon Saturday and noon Sunday for a year, and then closed on weekends.	HVA strongly oppose because of fear that business travelers will reduce overnight stays and dining. They also fear that the curfew will be available in case of delays
3. Number of Air Carrier Slots (A-C; Latona Shuttle)	Increase immediately to 36 per hour (not counting extra sections) and increase to 48 per hour (not counting extra sections) by 1950. 18 million annual limit is reached	Generally opposed to any reductions, because of high demand for slots. Would like to see system to reduce flights on weekdays to increase them during peak weekday hours	Support transfer	Generally oppose reductions for anyone, and prefer an increase in total slots to more realistic levels permitted by current technology	Prefer an immediate reduction to 20 per hour, (including extra sections)	Prefer a greater reduction, to 10 per hour by 1955	Prefer reduction to average of 30 per hour, including extra sections, by 1955	HVA generally oppose any reduction
4. Number of Comaster Slots (Major air carrier slots)	Increase to 12, and perhaps to 15 per hour (3 taken from general aviation) but want to planes with less than 56 seats	Emphasize need for more slots but not at expense of major carriers, which serve the most people.	Strongly favor the higher number, because of increasing demand	Oppose any transfer from general aviation	Generally favor, because greater slot numbers tend to emphasize slot transfer with fewer people and less noise	Generally favors	Generally favors	Comments point out that new slots are needed for STS, aircraft can use cross runways and special flight paths without interfering with major commercial carriers. Suggesting that slots for major carriers exist for more comaster slots without transfer from others
5. Number of General Aviation Slots (12 per hour under Instrument Flight Rule (IFR) conditions; up to 20 per hour under VFR conditions; 12 per hour under VFR conditions; 12 per hour under VFR conditions)	Feasible reduction to nine per hour (with three transferred to comaster) under IFR conditions; under VFR conditions; 12 per hour under VFR conditions	Support reduction under IFR conditions	Support transfer	Strong opposition	No position	No formal position, but concerned about need for additional facilities elsewhere for general aviation	Should favor transfer of all general aviation elsewhere	General aviation is the fastest growing segment of the industry. It will need more facilities somewhere in the Washington area. There are more options than just sectional, buses and taxi. Also, for example, aircraft could be transferred to Andrews or Bolling thereby freeing up some slots for general aviation
6. Widebodies (2 and 3 engine narrow-body planes permitted)	Permit 2 and 3 engine widebodies, on the extent Airport facilities can accommodate them	Strongly support, as market conditions warrant, and as Airport conditions permit, without further restriction	No formal position	No formal position	Support, on the condition that widebodies replace conventional jets on a 2 for 1 basis	Support, as long as they replace conventional planes	General support, with provision for replacement of conventional planes	The number of widebodies actually introduced will depend largely on market conditions and airport facility capacity; they should be introduced in stages. Problem in terms of slot allocation
7. Passenger Limit (20 scheduled non-stop flights of more than 650 miles except for: St. Louis, Memphis, Minneapolis, West Palm Beach, Tampa, Orlando & Miami)	Mainline existing limit, 20 flights of more than 1,000 miles, which would permit service to New Orleans, Kansas City, Ft. Lauderdale and Pittsburgh	No united position	No formal position	No formal position	Oppose any extension, and would remove 7 cities currently exempted from 650 mile rule	Oppose extension and would remove 7 cities currently exempted	Prefer limit of 650 miles, and would remove 7 cities currently exempted	There are 14 competition for short haul operation of Airport

EXHIBIT VIII



METROPOLITAN WASHINGTON AIRPORTS
ENVIRONMENTAL IMPACT STATEMENT SUPPLEMENT

EXISTING FACILITIES
NATIONAL AIRPORT

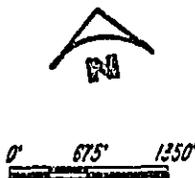


EXHIBIT IX

METROPOLITAN WASHINGTON AIRPORTS

Performance Information:

	<u>FY 1979</u> <u>Actual</u>	<u>FY 1980</u> <u>Estimate</u>	<u>FY 1981</u> <u>Estimate</u>
<u>Washington National Airport:</u>			
Passengers (thousands)	15,009	15,970	16,170
Air Operations (thousands)	351	360	360
Air Cargo (million pounds)	176	181	187
Freight	(81)	(84)	(88)
Mail	(95)	(97)	(99)
<u>Dulles International Airport:</u>			
Passengers (thousands)	3,519	3,713	4,123
Domestic	(2,904)	(2,989)	(3,319)
International	(615)	(724)	(804)
Air Operations (thousands)	175	221	227
Air Cargo (million pounds)	125	144	153
Freight	(76)	(91)	(96)
Mail	(49)	(53)	(57)

Fiscal Year 1981 Budget Request:

	<u>1980 Appropriation</u>		<u>1981 Estimate</u>	
	<u>Pos.</u>	<u>Amount</u>	<u>Pos.</u>	<u>Amount</u>
<u>Washington National Airport</u>				
Operating Requirements	419	\$12,558,000	419	\$13,959,000
Capital Requirements	-	617,000	-	1,153,000
Total	<u>419</u>	<u>13,175,000</u>	<u>419</u>	<u>15,112,000</u>
<u>Dulles International Airport</u>				
Operating Requirements	407	12,469,000	407	13,131,000
Capital Requirements	-	659,000	0	342,000
Total	<u>407</u>	<u>13,128,000</u>	<u>407</u>	<u>13,473,000</u>
Total O&M	<u>826</u>	<u>26,303,000</u>	<u>826</u>	<u>28,585,000</u>

EXHIBIT X

OPERATING & NET PROFIT OR LOSS
METROPOLITAN WASHINGTON AIRPORTS
FY 1963 - FY 1977
(in 000's)

<u>Washington National Airport</u>	<u>Revenues</u>	<u>Operating Expense</u>	<u>Operating Profit or (Loss)</u>	<u>Interest & Depreciation</u>	<u>Net Profit or (Loss)</u>
FY 1963	\$ 4,323	\$ 3,050	\$ 1,273	\$ 888	\$ 385
FY 1964	4,874	3,328	1,546	933	613
FY 1965	5,263	3,258	2,005	1,190	815
FY 1966	5,699	3,377	2,322	1,325	997
FY 1977	7,281	3,537	3,744	1,160	2,584
FY 1968	8,416	3,621	4,795	1,439	3,356
FY 1969	8,137	4,017	4,120	1,844	2,276
FY 1970	9,449	4,493	4,956	1,398	3,558
FY 1971	10,041	4,906	5,135	1,426	3,709
FY 1972	11,017	5,048	5,969	1,806	4,163
FY 1973	11,926	5,039	6,887	1,657	5,230
FY 1974	13,460	6,420	7,040	1,725	5,315
FY 1975	14,820	8,335	6,485	2,350	4,135
FY 1976 (15 Months)	21,266	11,335	9,931	2,572	7,359
FY 1977	18,232	10,246	7,986	2,213	5,773
FY 1978	20,962	10,973	9,989	2,025	7,964
FY 1979	23,807	<u>11,613</u>	12,194	2,030	10,164
FY 1980 (est.)	25,335	<u>13,150</u>	12,185	1,959	10,226
FY 1981 (est.)	26,749	<u>14,556</u>	12,193	1,889	10,304

EXHIBIT XI

OPERATING & NET PROFIT OR LOSS
METROPOLITAN WASHINGTON AIRPORTS
FY 1963 - FY 1977
(in 000's)

	<u>Revenues</u>	<u>Operating Expense</u>	<u>Operating Profit or (Loss)</u>	<u>Interest & Depreciation</u>	<u>Net Profit or (Loss)</u>	
<u>Dulles International Airport</u>						
	FY 1963	\$ 1,090	\$ 2,713	\$(1,623)	\$ 5,338	\$(6,961)
	FY 1964	2,363	3,741	(1,378)	5,338	(6,716)
	FY 1965	2,415	3,984	(1,569)	5,795	(7,364)
	FY 1966	2,585	4,209	(1,624)	5,740	(7,364)
	FY 1967	3,036	4,137	(1,101)	6,145	(7,246)
30	FY 1968	3,536	4,362	(826)	6,134	(6,960)
	FY 1969	3,638	4,701	(1,063)	5,250	(6,313)
	FY 1970	4,277	5,126	(849)	4,871	(5,720)
	FY 1971	5,147	5,618	(471)	4,990	(5,461)
	FY 1972	5,517	5,932	(415)	5,715	(6,130)
	FY 1973	6,418	5,837	581	5,448	(4,867)
	FY 1974	6,953	7,186	(233)	5,856	(6,089)
	FY 1975	7,186	8,529	(1,343)	5,756	(7,099)
	FY 1976 (15 Months)	13,694	11,100	2,594	7,886	(5,292)
	FY 1977	11,957	10,663	1,294	5,467	(4,173)
	FY 1978	13,716	11,169	2,547	5,264	(2,717)
	FY 1979	14,955	<u>11,858</u>	3,097	4,861	(1,764)
	FY 1980 (est.)	16,351	<u>13,145</u>	3,206	4,816	(1,610)
	FY 1981 (est.)	17,143	<u>13,826</u>	3,317	4,786	(1,469)

AIRPORTS FUNDING PROFILE

AIRPORT	Funding Source						Profit Use		ADAP Funds Rec'd (million \$)
	Operating Budget		Capital Improvement				Subsidizes Other Nonairport Activities	Cost Recovery, Debt Service	
	Appropriation	Revenues	Bond Issues	Surplus/Contingency Fund	Appropriation	Other			
Washington National	X				X		X ^h	-0-	
Dulles	X				X		X ^h	-0-	
Baltimore	X				X ^{ij}		X	15.6	
San Francisco	X		X		X		X ^g X ^h	26.6	
Logan		X	X	X			X X	22.6	
La Guardia		X	X	X			X X	19.3	
Tampa		X	X	X		X ^{ij}	X	13.1	
San Diego		X	X	X		X ^{ij}	X X	13.3	

^h Source: FAA Document Titled "Total ADAP Funding for 72 Airports" Explaining 0.25% of Grand Total Explanations as of 6/30/79.

^h All Income Deposited in the Miscellaneous Receipt Account, U.S. Treasury.

^g Not Eligible for ADAP Funds Amount That Would be Received if ADAP Apportionment Formula Applied is Reflected in the Metropolitan Washington Airports Capital Improvement Budget as a Bench Mark.

^{ij} Funds Derived From a Transportation Trust Fund Derived From all Transportation Revenues, Gas Taxes, Etc.

^g All Income Deposited in the San Francisco General Fund

^{ij} Has Taxing Authority

EXHIBIT XIII

AIRPORT LANDING FEES &
TERMINAL SPACE RENTAL COSTS

(Source: Airports Operators Council International, 4/79 Report)

AIRPORT	Landing Fees			Terminal Space Rental Range
	Signatory (Tenant) Cost Per 1000 Lbs.	General Aviation Cost Per 1000 Lbs.	Minimum Fee	Cost Per Square Foot
Washington National	\$0.33	\$0.12 Prop. \$0.30 Jet	\$4.00	\$9.15*
Dulles	0.34	0.25	0.75	12.95*
Baltimore	0.45	0.64 <u>a/</u>	3.50	9.96*
Logan	1.20	1.20	5.00	11.94-29.03
La Guardia	1.77	1.50	10.00 <u>b/</u> 25.00 <u>c/</u>	4.80-5.60
JFK **	0.55	0.55	10.00 <u>b/</u> 25.00 <u>c/</u>	3.50-35.00
Newark **	1.77	1.50	10.00 <u>b/</u> 25.00 <u>c/</u>	6.00*
Tampa	0.36	None	None	9.84-24.81
San Francisco	0.23 <u>d/</u>	0.23 <u>d/</u>	None	5.00-24.75
Oakland **	0.50	0.50 <u>e/</u>	6.25	13.32-19.02
San Diego	0.44	None <u>f/</u>	None	11.77*

- a/ If Operating Under an Agreement With the Airport Management, Landing Fee is \$0.45 Per 1,000 Lbs. Single Engine Plane Charge is Flat \$3.50.
- b/ Minimum Charge For Each Takeoff is \$10.00.
- c/ Applies to General Aviation Aircraft With Seating of Less Than 25 and Landing M-F, 8-10 AM and Every Day 3-8 PM.
- d/ Discounts Applied After First 40 Million Lbs.
- e/ When Maximum Gross Landing Weight is Over 12,500 Lbs. Otherwise \$6.25 Minimum Applies.
- f/ Tie-Down and Storage Fees Are Paid to Fixed Base Operators (FBO) Who in Turn Pay Rent for Airport Property

* All Areas.
** Airports Not Visited by Study Team. 32

FEDERAL CITY COUNCIL
Madison Building
1155 15th Street, N. W.
Washington, D. C. 20005

A-100

The Honorable Douglas M. Costle
Administrator
Environmental Protection Agency
401 M Street, S. W.
Washington, D. C. 20460



ROUTING AND TRANSMITTAL SLIP 20-1

ACTION

1 TO (Name, office symbol or location) <i>Mr. Hawkins</i>	INITIALS	CIRCULATE
	DATE	COORDINATION
2 <i>ONAC action</i>	INITIALS	FILE
	DATE	INFORMATION
3	INITIALS	NOTE AND RETURN
	DATE	PER CONVERSATION
4	INITIALS	SEE ME
	DATE	SIGNATURE

REMARKS

Do NOT use this form as a RECORD of approvals, concurrences, disapprovals, clearances, and similar actions

FROM (Name, office symbol or location)
Janice K. Poole
Executive Communications (AX)

DATE
7/3/80

PHONE
60500



FEDERAL CITY COUNCIL

July 1, 1980

The Honorable Douglas M. Costle
Administrator
Environmental Protection Agency
401 M Street, S.W.
Washington, D.C. 20460

Dear Mr. Costle:

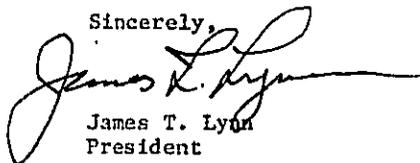
I thought you might be interested in the attached Interim Report on National Airport by a special Task Force of Federal City Council members.

It contains an analysis of the major issues relating to the Airport's operations, physical development and financing. It also includes a number of recommendations that we hope will be considered by you and other public officials in your deliberations regarding this important facility.

We would be pleased to discuss our findings and proposals with you and to offer our assistance at any time if it would be helpful.

Best wishes.

Sincerely,



James T. Lynn
President