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REPORT OF
THE COMMISSION ON AVIATION
TO
THE GOVERNOR AND
THE GENERAL ASSEMBLY
OF NORTH CAROLINA

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Raleigh
1966

REPORT OF THE COMMISSION ON AVIATION

INTRODUCTION

BY RESOLUTION NUMBER 88 OF THE 1965 SESSION LAWS, THE GENERAL ASSEMBLY PROVIDED FOR THE APPOINTMENT OF A COMMISSION ON AVIATION BY THE GOVERNOR TO "MAKE A DETAILED AND THOROUGH STUDY OF THE FEASIBILITY OF ESTABLISHING A PERMANENT AGENCY TO ACT ON MATTERS PERTAINING TO AVIATION. SAID COMMISSION SHALL INVESTIGATE ALL ASPECTS OF THIS MATTER AND REPORT ITS FINDINGS TO THE GOVERNOR AND THE 1967 GENERAL ASSEMBLY."

PURSUANT TO SUCH AUTHORITY, THIS COMMISSION WAS DULY APPOINTED BY HIS EXCELLENCY, DAN K. MOORE, ON MARCH 3, 1966.

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SCOPE OF INVESTIGATION

IN ORDER THAT THE COMMISSION COULD HAVE A WELL-BALANCED AMOUNT OF INFORMATION AND ADVICE UPON WHICH TO CONSIDER ITS RECOMMENDATION, STUDIES WERE MADE OF AUTHORITIES IN VARIOUS OTHER STATES, TOGETHER WITH ALL AVAILABLE REPORTS OF PREVIOUS COMMITTEES, COMMISSIONS OR OTHER AGENCIES IN NORTH CAROLINA WHICH WERE CREATED BY LEGISLATIVE ACTION OR BY APPOINTMENT.

THE COMMISSION REQUESTED SPECIFIC INFORMATION FROM TWELVE STATES CONSIDERED SIMILAR TO NORTH CAROLINA. THE REQUESTED INFORMATION WAS RECEIVED FROM TEN STATES; AND THIS INCLUDED ORGANIZATION, PERSONNEL, EQUIPMENT, TRAVEL, BUDGET, FINANCING, ETC.

TO GET THE THOUGHTS AND OPINIONS OF OTHERS, THE COMMISSION ALSO DISCUSSED THE MATTER WITH BUSINESS LEADERS AND PEOPLE DIRECTLY ENGAGED IN SOME FORM OF AVIATION ACTIVITY.

IN REVIEWING AND STUDYING THE REPORTS AND OTHER INFORMATION - - INCLUDING UNITED STATES GOVERNMENT REPORTS - - A COMPREHENSIVE COMPARISON OF AVIATION GROWTH AND DEVELOPMENT WAS MADE.

FINDINGS

THE LARGE MAJORITY OF ALL STATES OF THE UNION HAVE SOME FORM OF AVIATION AUTHORITY. IN SOME STATES, IT IS AN INDEPENDENT AGENCY WHILE IN OTHERS, IT IS A DIVISION OF SOME ESTABLISHED DEPARTMENT. SOME OF THE STATES DUPLICATE FEDERAL REGULATIONS IN RESPECT TO THE LICENSING OF PILOTS AND AIRCRAFT AND HAVE STATUTORY REGULATIONS IN RESPECT TO THE OPERATION OF AIRCRAFT. MANY OF THE STATES HAVE AT ONE TIME OR ANOTHER IMPOSED TAXES AND/OR LICENSE FEES UPON AIRCRAFT, PILOTS, FUEL, ETC. IN MOST OF THESE CASES, THESE TAXES HAVE BEEN ABANDONED. THE REGISTRATION ACTS AND PENAL STATUTES OF MOST OF THE STATES SERVE NO USEFUL PURPOSE AS FEDERAL AUTHORITIES ADEQUATELY CONTROL THE SAME.

IT IS ESTIMATED THAT -- FROM SALES TAX REVENUES -- NORTH CAROLINA DERIVES IN EXCESS OF FIVE HUNDRED THOUSAND DOLLARS (\$500,000.00) PER YEAR FROM AVIATION ACTIVITIES WITHIN THE STATE, INCLUDING ACTIVITIES ASSOCIATED WITH AVIATION, AND NONE OF THESE FUNDS ARE USED FOR THE ADVANCEMENT OR EXPLOITATION OF AVIATION ACTIVITY IN THE STATE.

IN ANALYZING ALL THE INFORMATION AVAILABLE, THE COMMISSION -- AMONG OTHER THINGS -- HAS CONCLUDED THE FOLLOWING:

OTHER STATES ARE EXPLOITING AND ARE RAPIDLY PROGRESSING IN AVIATION DEVELOPMENT. NORTH CAROLINA HAS NEVER HAD AN "ON PURPOSE" AVIATION DEVELOPMENT PROGRAM. ITS PROGRESS AND SUCCESS ATTAINED HAS BEEN PRIMARILY DUE TO THE EFFORTS OF THE AVIATION INDUSTRY ITSELF TOGETHER WITH AVIATION ORIENTED

CITIZENS AND COMMUNITIES. WHILE NORTH CAROLINA RANKS FAVORABLY WITH THE STATES STUDIED, AS SHOWN BY THE CHART ON PAGE 4 OF THIS REPORT; WE THINK THE DEVELOPMENT AND PROGRESS OF AVIATION IN NORTH CAROLINA IN THE FUTURE WILL DEPEND LARGELY UPON THE AMOUNT OF FINANCIAL ASSISTANCE AND OTHER HELP SUCH A PROGRAM RECEIVED FROM A STATE LEVEL.

OF THE TEN COMPARABLE STATES CONSIDERED BY THE COMMISSION, FIVE HAVE INDEPENDENT AVIATION AUTHORITIES AND THE OTHER FIVE HAVE SUBDIVISIONS OF SOME OTHER DEPARTMENT SUCH AS HIGHWAYS, PUBLIC WORKS, INDUSTRY AND TRADE, ETC.

FOR THE MOST PART, OTHER STATES FINANCE AVIATION DEVELOPMENT BY LEGISLATIVE APPROPRIATION.

SALARIES OF DIRECTORS OF STATE AVIATION DEPARTMENTS IN THE STATES COMPARED AND ANALYZED RANGE FROM \$8,500-\$15,000 PER ANNUM.

THE TOTAL NUMBER OF EMPLOYEES IN EACH OF THOSE STATES RANGE FROM 2-18.

ADMINISTRATIVE BUDGETS IN THOSE STATES RANGE FROM \$13,100-\$250,000.

IN THE STATES CONSIDERED COMPARABLE BY THE COMMISSION, STATE FUNDS ALLOCATED FOR AIRPORT CONSTRUCTION, IMPROVEMENT AND MAINTENANCE RANGE FROM \$0-\$750,000 ANNUALLY.

FIVE OF THE TEN STATES CONSIDERED HAVE ONE OR MORE AIRCRAFT ASSIGNED TO THE DIRECTOR.

STATES HAVING AN AVIATION FUEL TAX HAVE BEEN HANDICAPPED THEREBY AND SEVERAL SOUTHEASTERN STATES

3 - - FINDINGS

HAVE FOUND IT NECESSARY OR ADVISABLE TO RESCIND THE SAME.

AVIATION ACTIVITY BY WAY OF LICENSING IS ADEQUATELY REGULATED BY FEDERAL AUTHORITIES -- AS IS CONTROL AND REGULATION IN THE MANNER OF OPERATION.

NORTH CAROLINA IS IDEALLY SITUATED FOR EXPLOITATION IN RESPECT TO AVIATION DEVELOPMENT, PARTICULARLY IN RESPECT TO ITS LOCATION, TERRAIN, WEATHER, ETC, IN ADDITION TO ITS TREMENDOUS INDUSTRIAL GROWTH.

COMPARABLE STATES: STATISTICS *

State	Number of Airports	Number of Aircraft	Number of Pilots	Federal-Aid Airport Projects 1945-1965	
				Number Projects	Amount (Millions)
Alabama	116	1,072	5,294	92	\$29.6
Arkansas	119	1,290	3,990	125	13.9
Florida	252	3,406	19,134	171	69.8
Georgia	161	1,480	7,798	170	56.3
Kentucky	59	697	4,032	91	27.8
Louisiana	193	1,441	5,719	104	40.7
Mississippi	147	988	3,590	122	17.5
North Carolina	167	1,459	6,971	115	23.5
Oklahoma	195	2,014	8,607	169	42.6
South Carolina	99	578	2,985	67	13.3
Tennessee	110	1,177	5,990	158	43.1
Virginia	110	1,103	7,337	84	27.3
N. C. Rank	4	4	5	7	8

*1965 Edition F. A. A. Statistical Handbook of AviationCOMPARABLE STATES: ANALYSIS

State	Number of Employees	Administrative Budget	Construction Budget	No. Airplanes operated by Department
Alabama	*			
Arkansas	2	\$ 13,100.00	.00	0
Florida	2	44,650.00	.00	0
Georgia	7	110,000.00	500,000.00	1
Kentucky	19	250,000.00	300,000.00	4
Louisiana	2	.00	500,000.00	0
Mississippi	2	.00	35,000.00	0
North Carolina	0	.00	.00	0
Oklahoma	2	36,000.00	**	0
South Carolina	*			
Tennessee	12	100,000.00	775,000.00	2
Virginia	6	75,000.00	8,000.00	1

* No information available

** By appropriation

RECOMMENDATIONS

1. THE COMMISSION RECOMMENDS THAT A DIVISION OF AVIATION BE ESTABLISHED WITHIN THE DEPARTMENT OF CONSERVATION AND DEVELOPMENT TO CARRY OUT THE FOLLOWING PROGRAM:

A. TO ENCOURAGE LOCAL AIRPORT DEVELOPMENT AND RELATED ACTIVITIES THROUGHOUT THE STATE.

B. TO REPRESENT THE STATE OR LOCAL GOVERNMENTAL BODIES BEFORE FEDERAL AGENCIES ON MATTERS PERTAINING TO AVIATION.

C. TO CONDUCT PROMOTIONAL AND EDUCATIONAL PROGRAMS DESIGNED TO KEEP THE PUBLIC INFORMED ON AVIATION DEVELOPMENT THROUGH THE PUBLIC SCHOOLS SYSTEM, CIVIC ORGANIZATIONS OR OTHER AVAILABLE MEANS.

2. WE FURTHER RECOMMEND THAT A COMMISSION OF FIVE MEMBERS BE APPOINTED BY THE GOVERNOR AND:

A. OF THE INITIAL BOARD, THREE TO BE APPOINTED FOR FOUR YEARS AND TWO FOR TWO YEARS. THEREAFTER APPOINTMENTS TO BE FOR TERMS OF FOUR YEARS EACH.

B. THAT THE MEMBERS OF SAID COMMISSION REPRESENT A CROSS-SECTION OF AVIATION INTERESTS AND URBAN AND SURBURBAN COMMUNITIES.

C. THAT THE COMMISSION'S AREA OF RESPONSIBILITY WILL BE IN THE AREAS OF:

(1) AIRPORT DEVELOPMENT, MAINTENANCE AND IMPROVEMENT.

(2) PROMOTION OF AVIATION IN THE STATE.

(3) ESTABLISHMENT OF AVIATION EDUCATION AT THE PUBLIC SCHOOL LEVEL.

(4) REPRESENTING THE STATE AND LOCAL GOVERNMENT UNITS IN AVIATION-POLICY MATTERS.

(5) ASSISTING AND ADVISING THE DIRECTOR OF THE DIVISION OF AVIATION AND THE BOARD OF CONSERVATION AND DEVELOPMENT ON AVIATION MATTERS.

3. WE FURTHER RECOMMEND THAT THE DIRECTOR OF THE DEPARTMENT OF CONSERVATION AND DEVELOPMENT, WITH THE BOARDS APPROVAL, APPOINT A PERSON WHO IS THOROUGHLY QUALIFIED TO SERVE AS THE HEAD OF THE AVIATION DIVISION. WE FEEL THIS PERSON SHOULD IN ADDITION TO HIS OTHER QUALIFICATIONS HAVE AN IMPRESSIVE AERONAUTICAL BACKGROUND INCLUDING A PILOTS LICENSE AND BE CONVERSANT WITH THE POLICIES AND REGULATIONS OF THE SEVERAL FEDERAL AGENCIES HAVING JURISDICTION IN AVIATION MATTERS.

4. THE COMMISSION IS CONVINCED THAT THE STATE DERIVES REVENUES IN EXCESS OF FIVE HUNDRED THOUSAND DOLLARS (\$500,000) ANNUALLY FROM SALES TAXES ON AIRCRAFT, PARTS, COMPONENTS, ACCESSORIES, FUELS AND OTHER SOURCES ASSOCIATED WITH AVIATION. WE, THEREFORE, ALSO RECOMMEND:

A. THAT APPROPRIATIONS BE MADE FOR THE DEVELOPMENT OF AVIATION AND AIRPORTS WITHIN THE STATE. THAT SUCH APPROPRIATIONS NOT BE RESTRICTED TO MATCHING FEDERAL AID AND THAT THE SAME BE MADE AVAILABLE TO COMMUNITIES CONSISTENT WITH NEED AND INDUSTRIAL DEVELOPMENT.

B. THAT THE FULL-TIME DIRECTOR OF THE DIVISION OF AVIATION HAVE ACCESS TO AN AIRPLANE SUITABLE TO HIS REQUIREMENTS FOR USE IN TRAVELLING ABOUT THE STATE.

5. SINCE LOCAL GOVERNMENTS ARE RESTRICTED IN THE EXPENDITURE OF TAX REVENUES, THE COMMISSION FURTHER RECOMMENDS

3 - - RECOMMENDATIONS

THAT THE GENERAL ASSEMBLY STUDY WAYS AND MEANS BY WHICH LOCAL GOVERNMENTAL UNITS WILL HAVE GREATER FREEDOM OF ACTION IN PROVIDING FOR AIRPORT CONSTRUCTION AND MAINTENANCE AND AT THE SAME TIME PROTECT THE INTEREST OF THE TAXPAYERS.

CONCLUSION

THE COMMISSION HAS NOT MADE A VOLUMINOUS REPORT BUT IS CONVINCED THAT IT HAS MADE AN ADEQUATE STUDY OF THE PROBLEM. RATHER THAN BURDEN THE GOVERNOR AND MEMBERS OF THE GENERAL ASSEMBLY WITH A VOLUMINOUS REPORT, IT WAS THE CONSENSUS OF OPINION THAT THE SAME SHOULD BE CLEAR AND CONCISE.

RESPECTFULLY SUBMITTED THIS THIRD DAY OF DECEMBER, 1966.

JOHN A. CUNNINGHAM, CHAIRMAN

K. V. BRUGH, JR.

W. B. DILLARD

JAMES WEBB

J. HARVEY TURNER