

MEETING FUTURE AVIATION CAPACITY NEEDS IN SOUTHERN CALIFORNIA

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AVIATION
OF THE
COMMITTEE ON
TRANSPORTATION AND
INFRASTRUCTURE
HOUSE OF REPRESENTATIVES
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MEETING FUTURE AVIATION CAPACITY NEEDS IN SOUTHERN CALIFORNIA

Monday, March 20, 2006

HOUSE OF REPRESENTATIVES, SUBCOMMITTEE ON AVIATION, COMMITTEE ON TRANSPORTATION AND INFRASTRUCTURE, WASHINGTON, D.C.

The subcommittee met, pursuant to call, at 10:00 a.m., in City Council Chambers of Corona City Hall, 400 South Vicentia, Corona, California, Hon. John L. Mica [chairman of the subcommittee] presiding.

Mr. MICA. Good morning. I'd like to call this hearing of the House Aviation Subcommittee to order. This is a Subcommittee of the Committee on Transportation and Infrastructure of the United States Congress. We're pleased to be meeting today in the beautiful city of Corona and their new Council, relatively new Council Chambers. We are in the District of Representative Ken Calvert, our colleague from Southern California. We're pleased to be here and want to take just a moment to thank Ken for his hospitality in the City of Corona for hosting this hearing on the future of aviation capacity in Southern California.

We're also joined by Representative Campbell. John is a fairly new Member of Congress, but represents an adjacent District and spent yesterday with him in the air looking at some of the aviation infrastructure sites across Southern California.

The order of today's business will be as follows. Our Subcommittee has one panel of witnesses. Prior to hearing from those witnesses, we'll have opening statements. I'll have mine and then I'll yield to our host and also to Mr. Campbell, who is a Member of the Transportation and Infrastructure Subcommittee. Then we will hear from the panel of witnesses. We're not taking public testimony today, however, However, anyone who would like to have their statement included in the record, an official proceedings of the Subcommittee hearing, can do so by request through the Chair or through Representative Campbell or Calvert.

Without objection, we're going to leave the record open for a period of two weeks for submission of additional comments or testimony and that's so ordered.

With that, I will start today's proceedings with an opening statement that I have and then I'm going to yield to—I think I'll yield first to Mr. Calvert, after that, and then to Mr. Campbell. Mr. Calvert is our host today, so we'll do that in order of seniority and also hospitality. But I'll proceed with my comments and again, this hearing, the title of this hearing is "Meeting Future Aviation Capacity Needs in Southern California."

We meet here today at a very critical time for aviation planning and development in the greater Los Angeles region in Southern California. The region's airports, taken together, make Southern California the busiest of all regions in the country in terms of total aircraft operations. Fortunately, the Los Angeles basin currently has sufficient, although somewhat limited capacity, to meet demand. However, the Southern California Association of Governments, also referred to as SCAG, which is the federally-recognized metropolitan planning organization for the region, they predict that passenger demand in the region will more than double to 170 million passengers and our air cargo will more than triple to 8.7 million tons in the year 2030.

Additionally, Los Angeles International Airport is, of course, the busiest airport within the SCAG region and it's not reached its maximum practical capacity, but it will do so by the year 2013 at its current growth. In 2004, which is the latest FAA data, the passenger activity and numbers at LAX were some 57.8 million passengers. Today, I'm told and figures that we received from the airport we're approaching in 2005-2006, 61.4 million passengers per year.

Local leaders have determined that there should be no airport improvements at LAX that would increase capacity beyond a 78 million annual passenger total.

This hearing is not only important to Southern California, but it's important to our nation. I always tell folks that if we don't have the capacity or the ability to land and have planes take off from LAX, that not only does Southern California suffer, but the entire air system and air service operations of the United States are affected.

Other airports in the region, and I've had an opportunity to visit some of these like Long Beach. Long Beach limits the number of flights and they've pretty much maxed out in their number of flights' capacity. Burbank, I visited Burbank yesterday and we have found that there is some reluctance to expanding that airport and growth at the airport by local officials. And John Wayne, which I visited in the past, I'm told John Wayne has reached 9.6 million passengers annually and they have a capacity of 10.3 million passengers. They limit the passengers.

All of these airports can have additional capacity, but are heavily constrained by noise limitations, by political considerations, and also restrictions on development at those airports.

The Southern California region will be up against its maximum capacity limits, unfortunately, in the not too distant future. The results, I'm afraid to report, will not be pretty. We can expect traffic jams, long passenger check-in and security lines, crowded terminals, delayed flights, lost baggage, impacts, of course, to runway and passenger flying safety, overall increased demand on our national and regional air transportation system, and of course, the associate cost to airports, passengers and air carriers.

The economic impact can also be damaging. Jobs, as we know, depend on good infrastructure and that infrastructure, whether it's airports, roads, ports or transit, are all critical to economic development in the future. The good news is that unlike other major metropolitan areas in the country, many of which are in what we call

an air capacity crises mode, the Southern California-Los Angeles region has time to plan and also to provide for that additional capacity.

There are some infrastructure improvements in air traffic control redesign efforts currently in the works that will help partially alleviate some of the capacity demand issues, but with no new runway construction plan and limited expansion in capacity, delays in the region will worsen over time. It's just inevitable.

I'm told that the local leaders believe a decentralized plan for allocation of aviation demand is the solution for meeting future aviation demand and that most future airport growth should be accommodated at airports other than LAX. And of course, today we'll hear what state, Federal, local officials propose.

More specifically, local planners, I'm told, would like to maximize the use of airports in the inland empire and also the north Los Angeles County area including also careful review of former military base use and joint-use facilities. SCAG believes that airport development should be focused on the under-utilized airports rather than expanding some of the existing airports and we'll hear more about that again from our witnesses.

This Subcommittee is responsible for the oversight of a safe and efficient national aviation and air passenger system. Therefore, we're most interested to hear about the region's plans to allocate future aviation demand. Given the decentralized approach being pursued, we especially want to hear how planners intend to get passengers to go to the suburban airports and how passengers will travel to and from those airports.

The Federal Government cannot solve all the problems of congestion, whether it's by air, by land, by sea, by itself. In fact, we know we need the cooperation of state and local governments, as well as all of the communities in the region. Congestion and delays in one part of our national air system, as I mentioned, ripple throughout the system and cause congestion and other delays in parts of the system. Congestion also has safety implications.

Let there be no doubt without adequate infrastructure we cannot continue as a region, as a state or as a country to grow and prosper. We must also have an aviation regional infrastructure in place that's capable of safely and efficiently handling double the number of passengers and triple the amount of air cargo tonnage in less than 25 years.

The crunch will be here sooner than we expect and some of the solutions and projects will be handled by people probably after us, but it's important that we set groundwork like we're doing here today. There is simply no other alternative, especially if we're to be responsible public officials at all levels.

In this hearing, we hope to better understand the situation today and our options for the future. I look forward to hearing from our witnesses and I want to thank them for appearing and providing testimony today.

Finally, once again, I'd like to thank the Mayor of the City of Corona, Karen Spiegel. I had the pleasure to meet Karen, Mayor Spiegel, and the Council, Corona City Council Members just before the hearing. And I want to thank them so much again for letting us use this absolutely beautiful new public facility.

I'd now like to recognize someone who I have had the privilege of coming to Congress with together some 14 years ago. It seems just like yesterday, Ken, but he is certainly recognized as a leader not only for Southern California and his District, but in Congress, has an outstanding career and record of excellent representation. I commented to someone, and I'll put it in the record today that we conducted a number of field hearings and I've chaired two other subcommittees in Congress and no one has been more accommodating or helpful, both he and his staff, in accommodating our congressional field hearing and requests. With that, we're pleased to be in your District and I'll recognize Honorable Ken Calvert.

Mr. CALVERT. Well, thank you, John. Welcome to the heartland of Southern California, as we see it. When I was born in this town there was 7,000 or, 8,000 people. Today there's about 150,000 people. So that's somewhat symbolic of what's occurring in the Inland Empire and throughout Southern California. But certainly welcome, you and your colleagues. I hope you enjoy your short time here in California. I commend you for your foresight in looking at the aviation needs of Southern California over the next 20 or 30 years where we can reasonably plan a workable solution to accommodate the expected growth in air traffic.

The need for additional airport capacity is clear. Today's hearing should help identify possible solutions and potential pitfalls.

Before we proceed further, I want to thank our host today, Mayor Karen Spiegel, and the entire City Council. They're very gracious for allowing us to use this facility. They scheduled another meeting today in another room so we can enjoy these facilities and I think Mayor Spiegel did a great job and I certainly thank them for their assistance.

I have three points, Mr. Chairman, I'd like to stress today. First, the process for choosing locations to expand airport capacity should be done in a transparent way in order to gain public support. We'll hear from many groups with diverse opinions. It's always possible that divergent opinions will paralyze the situation and even stop any solution. That would be unfortunate. But I think opportunities like this will help us address future aviation needs.

Although it's nearly impossible to avoid upsetting some communities, I believe it's possible to build confidence in the process and establish the broad range of support needed to move forward with solutions.

Secondly, I support the rights of the military to control operational use of their facilities. I've supported joint military civilian use for air cargo and appreciate the positive economic effects that it will continue to bring to the community of Riverside and Perris. This agreement works because the military identified when it had the capacity, but it was in excess of their needs rather than the local agencies identifying military land that would be desirable for civilian commercial aviation.

The military, obviously, is a conduit for the benefit of our nation. Geography will continue to be a limiting factor in how and where our military trains. Additional requirements which may be placed on active military installations by civil and commercial aviation must not impede the readiness of our military services. It is therefore critical that the military's mission and existing bases remain

the top priority throughout the process. While other Southern California stakeholders may hold divergent opinions, I believe that the regional congressional delegation is united on that point.

Finally, as air traffic has shifted and shared between regional airports, it is vital that surface transportation is improved to move people to the airports quickly. Our highways are filled to capacity and the intercounty rail system needs significant improvement. It is important to understand that part of the solution for local aviation is to improve surface transportation as well. For this reason, I'm particularly looking forward to the testimony by Mr. Will Kempton to hear the State's plan to improve surface transportation.

Again, I thank and compliment you, Chairman Mica, and John, my new colleague next door, for coming here today to look at this problem first hand. Today's hearing is a critical part of the process of building consensus and hopefully we can reach consensus on how the region can best absorb 170 million annual passengers and 8.7 million tons of annual cargo estimated to arrive by 2030. So again, thank you and welcome to Corona.

Mr. MICA. Thank you again, Representative Calvert. We are pleased to be here and your District is California 44, hard to believe that you have that many people in Congress, but John Campbell is California 48. What are there, 50? Fifty-three, oh my goodness. Florida has 25.

From—as you said, adjoining District has been most helpful in our organizing this hearing. We wanted to bring this hearing not to the downtown area of say Los Angeles, but to the suburbs which can be dramatically impacted by any change in air traffic and capacity. We wanted to hold this hearing again in an area like Corona or Districts 44 or 48 so that we could hear again from people who are in these communities and affected by some of these decision.

And John Campbell, although a new Member, and a Member of the Transportation and Infrastructure Committee, has been most helpful. He also took me on an air tour yesterday, led that effort, pointing out many of the infrastructure sites, not just aviation, but also transportation. You get quite a view from a thousand feet up. But he's also been very helpful with our conduct of this hearing.

So at this time I'd like to recognize a Member of the Transportation and Infrastructure Committee, our colleague, John Campbell.

Mr. CAMPBELL. Thank you, Chairman Mica, and thank you for holding this hearing and thank you, Congressman Calvert and the officials here in Corona for hosting this as well.

I'll just make this very brief because I mainly want to hear from all of you. Let me say though that I do agree with several of the comments made by colleague, Mr. Calvert, both relative to the precedence we need to give to military operations and to the issue of surface transportation to get us to and from whatever airports there are, because whatever airports we have that are able to grow, they're not going to dot the landscape. There aren't going to be 10 of them or 15 of them. There's going to be a limited number of them and we will have to be able to get back and forth.

I was born and raised in Los Angeles and I have lived in Orange County now for 30 years, so I've flown in and out of every single airport there is in this region many times and I also have a pilot's license, although it's not current, so I actually have flown in and out of virtually every airport general aviation, that accepts general aviation in the Southern California area in one point or another and so I thought I'd kind of knew an awful lot, but I can tell you the trip we had yesterday I learned quite a bit I didn't know. I didn't know, for example, that the passenger count at LAX was actually still down below what it was prior to 9/11, an interesting thing that I hope someone will comment on and address.

I don't think I was aware of how much military use there still was at March Air Force Base when I saw that yesterday and I don't think I was aware of just how much future capacity there is at Ontario, both in terms of its size and in terms of the political will there to have additional airport operations and capacity in Ontario. So I learned quite a bit yesterday and I'm sure I will learn quite a bit more today.

Thanks very much for including me.

Mr. MICA. Well again, I thank our hosts here fellow Members.

We're going to turn now to our panel of witnesses. What we've tried to do is we're to hear first from the Federal Aviation Administration. We have the Regional Administrator for the Western Pacific Region, William C. Withycombe with us. We have then from the State level in the California Department of Transportation, the Director of that office, Mr. Will Kempton. And then from the Southern California Association of Governments, also known as SCAG, the Executive Director, Mark Pisano. And then from LAX and Los Angeles World Airports representing those airports, the Deputy Executive Director for Planning and Development, Mr. Jim Ritchie.

Those will be our witnesses. I thank each of you for participating. If you have lengthy documents or background information data you'd like to have made part of the record, you can do so through request of the chair and that will be made part of the official record of today's hearing.

With that, we'll turn to our first witness, William Withycombe who is again the Regional Administrator for FAA. Welcome and you're recognized, sir.

TESTIMONY OF WILLIAM C. WITHYCOMBE, REGIONAL ADMINISTRATOR, WESTERN-PACIFIC REGION, FEDERAL AVIATION ADMINISTRATION; WILL KEMPTON, DIRECTOR, CALIFORNIA DEPARTMENT OF TRANSPORTATION; MARK PISANO, EXECUTIVE DIRECTOR, SOUTHERN CALIFORNIA ASSOCIATION OF GOVERNMENTS; JIM RITCHIE, DEPUTY EXECUTIVE DIRECTOR FOR PLANNING AND DEVELOPMENT, LOS ANGELES WORLD AIRPORTS (LAWA)

Mr. WITHYCOMBE. Mr. Chairman, Members of Congress, I am pleased to join you today in Corona and also to discuss with you the aviation issues that I know are important to this region. Specifically, you've asked me to update you on the FAA's airspace redesign efforts in Southern California and also the status of ongoing efforts to reduce runway incursions at the Los Angeles International Airport. The FAA is well aware of the importance of

Southern California to the effectiveness of the overall national airspace system. We are working on these issues and several others to preserve the safety and efficiency that is really critical to not only the citizens of California, but the Nation as a whole.

The airspace over Southern California is highly complex. It includes high volume traffic in the north and also in the south; military airspace and eight busy airports located in close proximity to one another. There are over 2 million operations a year in approximately 10,000 miles of airspace. Post September 11th, the total annual operations for the region remain lower than pre-September 11 operations, specifically with respect to the operations of Los Angeles International Airport.

In June 2004, the FAA published a report which is entitled "Capacity Needs in the National Airspace System: An Analysis of Airport and Metropolitan Area Demand and Operational Capacity in the Future." It identified a need for additional capacity in Southern California in the years 2013 to 2020. Because the airports in the region are landlocked, the opportunity for capacity expansion lies largely in the airspace redesign. Unlike other parts of the country where the FAA has worked on airspace redesign because of existing congestion problems which impact the National Airspace System, this is not yet the case in Southern California. Therefore, we have an opportunity to get out in front of the problem instead of waiting for the situation to develop.

In order to prepare for the future, the FAA has identified four program projects to support anticipated growth: Southern California redesign, central California redesign, bay basin redesign, and high altitude redesign. For purposes of this hearing, I will focus on the planning for Southern California redesign.

The Southern California redesign has three parts that will ultimately result in a \$4 to \$12 million annual savings due to reduced delays and additional throughput. The first part of the project has largely been completed. It optimizes the departure and arrival flows into LAX. In September of 2004, FAA modified the LAX departure climb to permit a steady climb to more than 5,000 feet. This change reduced the number of LAX departure transmissions with air traffic control because it was a single direction to climb steadily. It also removed an offshore conflict with north-south route flown by most general aviation aircraft.

In February of this year, FAA announced that the LAX arrival enhancement which became operations later that same month, just this past February. The same procedure then applies should result in arrivals being quieter, burning less fuel and producing less wear and tear on the aircraft involved.

The second part of the redesign is the actual redesign of the airspace. The goal here is to take a "complete clean sheet" approach, view of the airspace to determine how things should look if we were starting from scratch. At the center of the redesign would be traffic flow in the Los Angeles greater basin. This redesign project is very ambitious and it will take several years to scope, design and conduct the required environmental analysis and review before implementation can take place. As this Committee is well aware, projects of this size and sensitivity must achieve industry and community consensus in order to be successfully implemented.

The final piece of the Southern California redesign project focuses on arrival enhancements into San Diego. Our ultimately goal there is to conduct a more thorough analysis and redesign of this complex airspace.

Turning now to runway incursions, I want to emphasize that reducing runway incursions is not just an FAA priority. We have been working hard to reduce the most serious runway incursions around the country. As outlined in the FAA Flight Plan for 2006 to 2010, the FAA is developing a range of initiatives from airport design concepts to surface movement procedures. We have set performance targets and we are holding ourselves accountable for meeting those targets.

To assist us in our analysis and review, we systematically categorized each runway incursion and in terms of severity. Severity Categories A through D have been established, A being the more critical. We considered factors such as speed and performance characteristics of the aircraft involved, the proximity of one aircraft to another aircraft or to a vehicle, and the type and extent of any evasive action that was involved in the event.

Last year, Administrator Blakey from the FAA met with the City of Los Angeles and discussed the chronic runway incursion problem at Los Angeles International. In fiscal year 1998, there were 12 runway incursions at Los Angeles International. Since then, we have made some progress. In fiscal year 2000, there were 10 runway incursions, 9 in 2003, and 8 last year. We see the trend improving, but there is still risk so we need to continue to reduce runway incursions at LAX as well as other airports around the country.

Roughly 80 percent of runway incursions at Los Angeles occur on the south side of the airport. It is important to note that the current airfield layout was designed to accommodate aircraft that were in service 40 years ago. The City completed Master Plan for LAX identifies changes in the airfield layout to resolve this problem.

On May 20, 2005, FAA issued a Record of Decision for the City's Master Plan. The FAA issued grants to the city for approximately \$68.3 million for the relocation of the southern most runway and the addition of a new parallel taxiway at LAX. This project is expected to significantly reduce runway incursions at LAX. The city has an aggressive schedule for the project and should be commended for the vital safety initiative and encouraged to expedite the project to the greatest degree possible.

Mr. Chairman, thank you for the opportunity to talk to you about these issues. I am happy to answer your questions and submit our formal statement.

Mr. MICA. Thank you, and without objection, your entire formal statement will be made part of the record. We'll withhold questions until we've heard from all of the witnesses and the next witness we'll recognize is Will Kempton, Director of California Department of Transportation.

Welcome, and you're recognized, sir.

Mr. KEMPTON. Good morning, Mr. Chairman and Members of the Subcommittee. I want to thank you for the opportunity to testify today and also on behalf of Governor Schwarzenegger and Sec-

retary of Business Transportation and Housing, to welcome the Subcommittee to California. I appreciate the Members of the Committee to take the time to travel to our State to learn more about aviation issues. I also wanted to express our appreciation, literally, on behalf of all transportation interests in California to the members of our delegation who worked so hard with us last summer and into the fall in the passage of the Federal Transportation Re-authorizing Legislation. I think it's a good sign that Mr. Calvert and Mr. Campbell are here today in support of that litigation program.

And Mr. Chairman, thank you for taking time out of your schedule to be here and to listen to our interests and needs.

California has 254 public use airports and by the way, I'm going to give just a brief overview of aviation in California and the specifics of some of the local issues that you wanted to address will be covered, by Mr. Pisano and Mr. Ritchie. But in addition to our 254 public use airports which range from limited use landing strips to international gateways such as Los Angeles International and San Francisco International Airports, those airports are categorized as commercial service and we also have general aviation airports, the 29 commercial service airports that are divided into large, medium, small and non-hub airports or general aviation airports are divided into metropolitan, regional, community or limited use type airports.

In terms of the program, California Department's overall goal is to assist in the development and preservation of a safe and environmentally compatible aviation system that meets the mobility needs of the aviation community, air travelers and the public. The Department responds to aviation issues through its Division of Aeronautics. Under State law, the Division's primary roles are to encourage private flying and the general use of air transportation, to establish essential regulations to enhance safety, capacity and the capability of the State's Air Transportation System, and to foster the development of a stable and efficient regional air carrier system.

Additionally, the Division is responsible to assure that people residing near airports are protected to the greatest extent possible against aircraft noise and to develop information and education programs to increase the public's understanding of current air transportation issues.

In terms of our future aviation demands, California is a vibrant and growing State. By 2030, the number of California residents is expected to go from 37 million people today, to nearly 50 million population which is an increase of almost one third. The State accounts for 15 percent of the nation's gross domestic output and this framework of growth and economic success is reflected in our aviation system which will play an increasingly important role to fulfill its regional demands of the State's population.

Air transportation, which increasingly relies upon small and medium-sized airports has to become more effective and efficient in serving the mobility needs of our decentralizing population. Overall, future demands of passenger and air cargo service is expected to increase significantly and you'll hear all sorts of statistics today. But in general, the State trend appears to be a doubling of pas-

senger growth and a tripling of air cargo over the next three decades.

The State has been working to accommodate this growth in a collaborative effort with regional and local and State agencies, along with our Federal partners. California has converted several of its closed Air Force Bases to cargo hubs providing needed capacity. An example is the former George Air Force Base in San Bernardino County which is now known as the Southern California Logistics Airport. And I don't know if the Subcommittee has had a chance to visit that airport, but I would encourage, if at all possible, that you do so.

Sacramento has also experienced success with its conversion of Mather Air Force Base from military use to a metropolitan public use network. Other airports are also looking at means to expand capacity. Los Angeles World Airports have developed a plan to increase its capacity to reconfiguring its runway and through various terminal improvements. The Los Angeles region has also examined additional passenger service capacity in Palmdale and Ontario and I think you will hear more about those initiatives from Mr. Ritchie and Mr. Pisano.

There are other locations with limited capacity and some of those locations face some serious limitations. I understand you're going to be in San Diego tomorrow for a meeting with the local airport authority. You're going to hear about some of those limitations as they face the capacity constraints that exist at Lindberg field, looking for places, locations to expand. And that includes the need for ground access and connectivity.

Regional planning agencies in the State have been hard pressed to keep up with the necessary ground access to ensure the efficient movement of goods and people. Airport capacity requirements and the movement of people to less populated areas require the State and region to coordinate ground transportation network improvements to ensure intermodal system connectivity.

Surface transportation system congestion adjacent to airports causes delay for passengers and goods and that negatively impacts the State and national economy. The Governor recently proposed a strategic growth plan which calls for a \$107 billion investment in transportation infrastructure over the next 10 years with a goal of reducing congesting in that 10-year time frame to levels below what is occurring today. That congestion reduction is going to be vital for the State's economy to continue growth. It's certainly going to be vital to ensure that we have the capacity and the interconnectivity of our airport system.

The infrastructure bond package that was previously, just recently before our State legislation was not approved for the June ballot, but there is a proposal still under consideration and we are hopeful that it will be placed on the November ballot.

California general aviation airports are stressed to meet the existing demand and also to provide security upgrades for the users of the system. There's a strong focus on increased security, obviously, in this post-9/11 environment. The result, however, is that security improvements are now competing with capacity improvement and small airport capital programs and funding is not keeping up with demand.

In addition, encroachment by incompatible land uses approved at the local level have forced several smaller airports to close at a time when the increasing amount of corporate aircraft is driving up the demand for the services and conveniences that are provided by general aviation fields. In fact, encroachment due to incompatible land use is the greatest threat to increasing capacity and capability and preserving the viable aviation system for future generations.

The goals for the California aviation system are to improve the safety and effectiveness of California's general aviation transportation system. The Department has worked closely with its aviation stakeholders to develop a system plan for this purpose. The plan is guided by the following goals that address the challenge to the continued viability of the State's aviation system.

These goals are to continuously improve operational safety at airports for users, workers and nearby residents and businesses; to maintain and expand general aviation airport capabilities and system capacity; to improve delivery of State aviation products and services; to product compatible land uses around each public use airport and to preserve previous aviation system investments.

In conclusion, it is imperative that California airports continue to receive Federal support to fully fund the Federal Aviation Administration's Airport Improvement Program. This is a main source of funding for major airport infrastructure improvements. The State also needs more flexibility and Federal funding to provide for ground access improvements to the airports. We also need funding support for system planning so that our State-wide system operates more efficiently.

We need to—another program that's important to the State is the Small Community Air Service Development Program and last year a partnership of 14 small airports from Arcata to Imperial Counties are using this program to work together to improve air service.

It is an effective tool for stimulating air service in rural areas that are beginning to see the impacts of population growth. As our population shifts from the urban areas to those rural areas, and you see the increased need for air service to those more rural regions.

As passenger and air cargo volumes grow and decentralize, airports are challenged to expand to accommodate the demand of California's aviation system. While aviation planning has taken place on the state and regional levels, many local airports face challenges just to maintain their facilities. The inevitable need for increased airport capacity due to growth in air travel is an issue that affects policy makers, planners and airport administrators throughout California. The Department will continue its work with our aviation partners and looks forward to continued Federal support and presence to help address the needs of the Air Transportation System in California.

I do again want to express my appreciation for the opportunity to make these brief remarks. I would like to now have my testimony entered into the record and I have some additional information here in terms of our California aviation system plan, that I would like to also submit to the Subcommittee.

Mr. MICA. Thank you for your testimony and also without objection your entire statement will be made part of the record and we will also refer in the record to the documents presented to the Subcommittee after your testimony.

Again, we'll withhold questions until we've heard from our witnesses.

Our next witness is the Executive Director of the Southern California Association of Governments, SCAG, and that's Mr. Mark Pisano.

Welcome, and you're recognized, sir.

Mr. PISANO. Thank you, Chairman Mica, first of all conducting this field hearing on an issue of absolute critical importance to the country, namely how does our aviation system enable this country to participate in increasingly global economy in a global world and it's aviation, the major mode that we focus on in this century because of that fact.

Let me also thank the Representatives from Southern California. I want to echo Will Kempton's comment on thanking you for your support and participating in the reauthorization and also for your upcoming involvement in the reauthorization of the Aviation Trust Fund.

Let me begin by noting that the region that you're in, the region that we plan for, if it were a separate economy, if we were country, we would be the tenth largest economy in the world. Let me also note that we're one of 10 large regions that are experiencing explosive growth in the United States. It is forecasted that almost two-thirds of the population and employment growth in this country over the next 40 to 45 years will occur in 10 large regions that comprise approximately one third of the land area of the United States. The rest of our country will either experience declines in population and employment or a flattening of population and employment. And these 10 regions are regions that have global ports and airports and teleports.

Let me also note that this region has the largest import/export percentage of any region in the country, the second largest region, New York, we have a 22 percent greater amount of import/exports in this region.

And finally, the value of the exports that leave our airports is greater than the value of goods that leave our ports. The airports really do form the basis and support of the economy of Southern California.

We have six—currently we have six established regional airports. They are John Wayne, Long Beach, LAX, Burbank, Ontario and Palm Springs. Four of those airports that are in the urban area, namely John Wayne, Long Beach, LAX and Ontario, if you look at the footprint of those airports you will find that they comprise about 5,500 acres, which is substantially less than the 34,000 acres that surround the Denver airport and the 7,700 acres that are in the Chicago airport. The majority of our airports in the urban area are highly constrained and impacted and as a result there has been a regional policy of encouraging and using the outlying airports, four of which are in the process of developing.

As Representative Campbell noted, we have 45 general aviation airports and general aviation has been an important part of the culture, history and future of Southern California.

Currently, the population of the region is about 18.2 million people, forecast to go by the year 2030 to 23.9 million people. Even though the growth rate is not the highest, we're one of the largest growing regions, as I pointed out earlier in the United States.

In terms of air passenger, the forecasts have already been cited. Going from 90 million annual passengers to 170 and 8.7 million tons of freight.

The dilemma that we have face within the region is best shown in this next slide. The majority of the people who will grow in the future are located in the western part of our region for several factors. One, disposal income; secondly, the economic base of the western part of our region, mainly, trade, tourism, entertainment, business services and high tech are generally the industries in which the employees travel. Now as I pointed out, the future is that we will be relying increasingly on airports to the east and to the north within our region. And that creates some unique problems, as well as some opportunities for this region.

The strategy that the region adopted, we adopted this in our 2001 transportation plan and it was reinforced again in our 2004 transportation plan and before you is a one page summary of the content of that plan is to use the outlying airports. Now the basic concept behind the plan that we adopted is the outlying airports have existing runways and existing terminals. And this may sound odd, but for a modest investment of about \$6.3 billion, we can have—we have calculated and we have in this calculation the partnership of all these airports, we can add 80 million annual passengers of capacity with that amount of investment on the outside facilities.

The dilemma, however, is how do we provide access to where the people who really do fly the most, how do they get to those particular airports? By the year 2030, the demand in the region will still be—the Los Angeles County will comprise 61 percent of the passenger demand and Orange County 22, with Riverside, 6; San Bernardino at 9 percent and Ventura, 3 percent. The basic strategy that we've adopted is to use the outlying airports, mainly Ontario and Palmdale to take the majority of the demand off of LAX and to rely on a ground access system to those airport, both short and long term.

In the short term, we're planning to take the highly successful program of flyway systems that LAX demonstrated and Jim Ritchie will talk more about the success of that flyway program to bring passengers not only to LAX, but also to bring them to Ontario and Palmdale. How? Basically, relying on the HOV system. In the short term, the regional plan would suggest that we have flyway programs that would use an HOV system that we currently are completing out to Ontario as well as to Palmdale. We still have some investments and gaps that we have to construct a union station and we have a gap that we haven't yet finished that would bring passengers into the Palmdale airport. But between now and the year 2015, 2020, the basic concept would be to use the flyway system using the HOV systems.

And in the next map I will show how we plan to complement that system to the rest of the region, primarily to Orange County and also to complete the system in San Bernardino.

In addition to the short term, we're suggesting that the metro line system that parallels the line going to Ontario be used to access Ontario and that the light rail systems be completed going into LAX and also to Burbank.

In the longer term, what we're proposing is a higher speed system be constructed that would access the airports of Ontario and Palmdale and I would like to speak to the reasons for the reliance on a higher speed system. If we rely simply on the HOV and bypass lanes to the flyways to the Ontario and Palmdale airports, because of the time required to get to the airport, we are forecasted by the year 2020 that we will be able to increase Ontario to about 18 million annual passengers, and not reach capacity and furthermore that Palmdale would go from zero to 3 million annual passengers by the year 2018, 2020, with an HOV system.

If we were to develop high speed system and we are developing, modeling the analysis, we've done preliminary feasibility studies on these various lines, we are forecasting that Ontario would, in fact, rise to a 30 million annual passenger which would be at its capacity and furthermore, we would anticipate that San Bernardino International, which is located in the City of San Bernardino could also increase to a 10 million annual passenger airport. And the Palmdale Airport could reach between 15 and 17 million annual passengers if it had high speed access.

The challenge on the high speed access is in fact how do we finance it? The region is proposing that we finance the system based on a business model, that is if the various component price of the system is used, that system would in fact pay for it. In the feasibility studies that we have conducted, and the business plan that we are now just finalizing point out such a financing strategy. The basic uses of the system would be 60 percent of the passengers would be computer. Another 10 percent would be special event utilization. Goods movement would be 20 percent and finally the passengers at airports would be anywhere from 10 to 15 percent.

The challenge is how does the aviation system participating in such a system, both the expansion of the airports, as well as the crowd access system. In that respect, we make five recommendations to the Committee for you to consider as you go through the reauthorization of the Aviation Trust Fund to help the region and we believe the model that you see here could be employed in the other large regions within this country.

The first is the Aviation Trust Fund be funded at an adequate level to carry out the role that aviation is going to be needed to play in the century we're now entering, that we have to recognize and we have to fund to the level of importance that the aviation sector will play in the future.

The second is that we move to a performance-based system on how we make decisions and how we operate airports within our country and basically translating that into our region, if we're able to add the amount of capacity that we can within the outlying areas for the levels of investment, we believe it's extremely cost effective to use a full regional system as opposed to putting more and

more passengers in an impacted urban area that if we found and that the plans at our various airports have developed to be very expensive and not cost effective.

The next feature would be that we allow the Aviation Trust Fund to participate in the ground access systems up to the proportional use of those systems, where there is an absolute nexus between the ground transportation investment and the expansion of that airport and when you put the two cost streams together, we're absolutely convinced in our region that it would be a cost effective system.

The next provision is that, in fact, as we look at the NPIAS system, the Federal system that we look at regional components of that system and not on an airport by airport basis, that in large systems and in the other nine regions and I've worked with my colleagues in those regions, they have very large numbers of airports that could comparably be used to a type of system that we're looking in Southern California.

The last provision is that funding for aviation and landing fees for aviation be based not just on the weight of aircraft, but also on the air quality and on the noise impacts that they have on communities. We feel that such a financing system would one, help us to distribute demand within our region and further more we felt this to meet some of the air quality requirements that the aviation system is confronted.

And I would just note in our region that the new standards being proposed in the air quality, in our air quality plan by our Federal EPA of 2.5, that that small particulate standard is directly related to the nitrogen and oxides that do come from aircraft, so the ability to finance based upon impacts, we believe, will distribute demand.

Let me conclude by noting that partnerships in conducting an aviation system is absolutely essential. First of all, let me just note, part of our large regional assessment is San Diego County. We currently handle about 20 percent of their passenger needs and two-thirds of all their goods movement are handled out of regions, out of airports within our region. Developing stronger relationship and working partnerships with San Diego is important.

The next partnership is the airports within our region. We've invested in a management study. A copy of that management study is in this one-page summary in your package. The basic recommendation of that study is that a regional airport system acts as a consortium and then developing Memorandum of Understanding and agreements with other airports so that we can develop the kind of regional system that we're talking about today.

Another component is we currently are doing what is called a local reading study as part of the high definition study so that we can look at how airports operate within our region so that the way the airports operate is compatible with airspace utilization, ground access utilization and the operation of the airports themselves. Looking at aviation as a system linked to growth, economic development, ground access, air quality and airspace that we can solve that we're confronted and with the recommendations that we've cited today, we believe that it can be incorporated into the Federal structure it will help us to accomplish our objectives.

Let me conclude by stating that I have a larger summary of my testimony as well as the slide show and I ask that that be incorporated into the record. Thank you.

Mr. MICA. Without objection, we will include your entire statement and the slides and other information provided and we have one additional witness, Mr. Jim Ritchie, who is the Deputy Executive Director for Planning and Development with Los Angeles World Airports.

Welcome, and you're recognized, sir.

Mr. RITCHIE. Good morning, Mr. Chairman and Members of Congress, thank you for the opportunity to be here today. I'm here on behalf of my Executive Director, Lydia Kennard, who unfortunately couldn't and she has her Board of Airport Commissioners meeting today to address.

Nonetheless, I would like to provide a summary of a more lengthy testimony that I have provided to you earlier.

In the Los Angeles area, there is a consensus that a regional solution to air service demand is required, but as of yet there has been no effective, coordinated plan put forth to implement such a strategy. Los Angeles World Airports, a department of the City of Los Angeles, which owns and operates four airports, LAX, Ontario International, Palmdale Regional and Van Nuys General Aviation Airport, has been actively addressing the forecast that we're well familiar with on regional demand through a variety of planning and modernization initiatives.

I'd like to go over a few of those with you, if I may. In the recently approved Master Plan, LAX will be designed to accommodate an additional 17 million passengers over today's figure of 61 million annual passenger. Congressman Campbell, you are correct, an all time high in the year 2000 was 67 annual passengers and our return from that level of activity has been slow. It's been not as fast as we would have anticipated. Domestic is moving a little slower than international growth, by about 5 percent.

We certainly understand the finite limits to growth at LAX and we will encourage the remaining regional airports to absorb the other 60 plus million annual passengers over the next 20 years.

Realizing that LAX is currently handling a disproportionate share of the aviation demand, Los Angeles World Airports is doing all we can to plan for and encourage growth at our other airports. Our first step and you saw part of it yesterday is the regional focus on Ontario International Airport, really our crown jewel in the inland empire. With its state-of-the-art facilities that opened in 1998. Ontario International Airport currently has excess capacity and support for additional growth. In 2005, Ontario International Airport set a record exceeding 7 million annual passengers which was a 4 percent increase from last year. And this year represents 8 percent of the regional market.

Other significant statistics for Ontario include an average of 108 daily passenger flights, more than 12,000 passengers monthly traveling to and from Mexico and Ontario International Airport is comparable to other international airports the size of San Antonio and Austin.

Ontario International Airport is the fifteenth busiest cargo airport in North America with more cargo traffic than Philadelphia

and nearly as much as San Francisco. Our goal is to contribute to the region's demand by growing this airport to a goal of 30 million annual passengers from 7 million annual passengers today.

Palmdale Regional Airport, our third commercial airport, is located on an attractive 17,000 acre parcel in the Antelope Valley that presents unique challenges to the distance and accessibility to that airport. Today, there is no commercial service despite the recent Scenic Airlines efforts to Las Vegas that ended in January of this year. Regardless, we remain active in seeking air service providers and have development plans that will accommodate growth from 2 to 12 million annual passengers a year.

Van Nuys Airport, meanwhile, continues to support a large volume of general aviation traffic which otherwise would flow into a number of commercial airports to include Bob Hope Airport in Burbank, Ontario and of course, LAX. The Van Nuys Master Plan was recently approved by the Los Angeles City Council in September of last year. The intent for Van Nuys is to become a more community-sensitive aviation facility, while at the same time serving as a reliever facility for general aviation in the Southern California region.

A key component of our recent lawsuit settlement agreement at LAX was the reinforcement of our commitment to regionalism. Mayor Antonio Villaraigosa stressed this regional emphasis and the Los Angeles City Council gave final approval to the settlement agreement in early 2006 following approval by the city councils of Culver City, El Segundo, Inglewood, the County of Los Angeles and the Alliance for a Regional Solution to Airport Congestion.

Nonetheless, considering the jurisdictional limitations of Los Angeles World Airports, we welcome the opportunity to take a leadership role with other airports, agencies and communities to provide a balanced aviation demand within our region.

Thank you very much and I await your questions.

Mr. MICA. Thank you and I thank all of our four witnesses for their testimony today and what we can do is just get right to some questions and I have a few for our witnesses and I'll see if the other members have questions that follow.

Mr. Withycombe, you stated that we have redesign of airspace in Southern California underway. It's my understanding that that redesign, the two redesign projects are both behind schedule. Do you have any information on what has caused the delay or a new timetable?

Mr. WITHYCOMBE. Yes sir. We are obviously looking at the issues of continued airspace redesign and that is still an FAA priority. However, I understand that the air traffic organization that is the parent organization that handles airspace redesign has temporarily halted the activity that was due to, as I understand, budget constraint.

The schedule for that is not currently available. From what I understand it is still a priority which the FAA is not going to defer for a lengthy period of time, but it is under consideration right now to hold that project until budget funds are available.

Mr. MICA. Could you give us some idea what it would take in funds to complete that work?

Mr. WITHYCOMBE. I do not have those numbers available.

Mr. MICA. Could you supply them as far as your guesstimate to the Subcommittee?

Mr. WITHYCOMBE. Yes, we can.

Mr. MICA. We appreciate that. You testified that some \$68 million was made available to LAX. We've had—well, first of all, you have to deal with trying to have airspace and safety issues resolved and planned for for the future. But in the meantime, even with a reduce number of passengers, what are we on flights, as far as backed up flights, Mr. Ritchie at LAX? You testified that passengers are still down, I guess it was 67 was your max.

Mr. RITCHIE. Correct.

Mr. MICA. What about flight movements?

Mr. RITCHIE. From 2200 operations with the goal of 2250 being our maximum, but we're currently running in the 1800—

Mr. MICA. So you have actually fewer flights than you had before including passengers. Passengers, we know are less flights, so the number of incursions that we've had may not be down too much. I think you testified Mr. Withycombe about 12, I heard, and then down to 8. Is that correct?

Mr. WITHYCOMBE. Yes sir.

Mr. MICA. OK.

Mr. WITHYCOMBE. That was eight last year. Currently, at this particular point in time we have reported two.

Mr. MICA. Well, of course, incursions get people's attention. We've certainly had that attention in the last few months. I know we had one close call recently. We have not had a major aviation crash, passenger airline crash or incident where lives have been lost on the ground for almost four years now. But my concern is that we're meeting also the current needs.

You said that \$68 millions in a grant was given to LAX, 80 percent of the problems we've experienced have been in the south side.

Mr. Ritchie, what's the status of improvements to deal with sort of our most prone area for incursions?

Mr. RITCHIE. Mr. Chairman, that is the South Runway Improvement Program. That's a project that is underway thanks to the support of FAA. We're mobilizing a construction team. We expect to shut down the south runway in July as we commence construction incidental to movement south.

Mr. MICA. So that's underway. When would that be complete?

Mr. RITCHIE. It will start in July and be closed nine months, under two years.

Mr. MICA. OK. That will also limit some of the air movements, is that correct?

Mr. RITCHIE. Yes sir.

Mr. MICA. But under a bit of a crunch, OK, and the \$68 million, the Federal \$68 million and whatever else is involved does cover the expense for that safety improvement?

Mr. RITCHIE. Yes sir. It's a contribution. The total project is around \$280 million.

Mr. MICA. All right. I'm not sure if I understand some of the numbers. The testimony we had from the SCAG said we're going to double our passenger demand and passengers to 170 million in 2030. It sounds like we're at 61 at LAX with the possibility of going to 78. Is that correct, Mr. Ritchie?

Mr. RITCHIE. Yes.

Mr. MICA. OK. John Wayne was 9.3 and they have a cap of 11 something. I think that's—Mr. Pisano, is that approximately correct? And they're filling up quickly.

Mr. PISANO. That is correct.

Mr. MICA. And then Long Beach is like trying to get 10 pounds of potatoes into an 8 pound sack. I've been there and I've seen that. They have a maximum number of flights and we're pretty much maxed out on that, aren't we, Mr. Pisano?

Mr. PISANO. Yes, we are.

Mr. MICA. And Burbank did not see people with open arms begging me and Mr. Campbell to bring more flights in there yesterday. But they even have limited capacity, so even if we take the numbers from Ontario and we're at 7 and you've got a potential of 23 and we packed a few more people in Palmdale and others, my numbers don't add up, Mr. Pisano, to the 170 million or doubling the passenger count, not to mention tripling the cargo.

Mr. PISANO. Mr. Chairman, there are a number of other airports in the regional system; San Bernardino International, previously Norton Air Force Base needs to be added to that system.

Mr. MICA. Do you have—I don't see a plan here with the numbers that we're going to put it, that would fill out this regional aviation plan. Is that available?

Mr. PISANO. Yes, it is. It's a table in the regional transportation plan that must be forecast which are the policies of the region for all the airports.

Mr. MICA. And does that match us to the—

Mr. PISANO. It matches to the 170.

Mr. MICA. And cargo?

Mr. PISANO. Southern California Logistics Airport long term would be able to also support passenger service. And then Palm Springs Airport, we believe, can go to higher than the current utilization at that particular airport. When you add them all together, we have the capacity for 170 million passengers and I would also note that we're working with Imperial County. There's an airport in Imperial County that can be developed with ground access. Imperial County could be an important component of both our region, as well as the San Diego region.

Mr. MICA. One of the keys to your plan was having adequate transportation to and from some of these outlying new capacity airports. What kind of dollar figure are we looking for those kinds of improvements?

Mr. PISANO. The mid-term strategies of flyways with HOVs, the HOV system we currently have programmed most of those improvements within the region. There are some gaps, particularly the downtown LA gap. In terms of the HOV system that comes up from the Harbor Freeway into downtown, that HOV system would need to be connected to the northern HOV system and that would be an expected gap to fill.

Mr. MICA. Now is most of that reliant, Mr. Kempton, on the \$107 billion, at least in the near term, improvement package?

Mr. KEMPTON. Mr. Chairman, the \$107 billion for the next 10 years included \$22 billion for completion of the system's statewide; round numbers, if you took 60 percent of that for the Southern

California area would give you some indication of what kind of investment would be necessary in this region to complete that system and we would agree with Mr. Pisano's assessment of the short-term solution in terms of providing for that type of connectivity. The HOV system would be a good base—

Mr. MICA. So that's only really a fraction of what it's going to take to get the infrastructure to support these new capacity locations, is that correct?

Mr. PISANO. When you throw in rail and particularly the high speed connections in the future, there will be substantial additional amount of investment required.

Mr. KEMPTON. Mr. Chairman, we have asked that the high speed investment that we would need in the region would be \$18 billion and we look at a proportionate use system on aviation, somewhere between 10 and 15 percent of that particular investment would enable us to flesh the system out. That does not include and I did not show a slide that the rest of the regional system, particularly that connecting the Orange County area with—through Corona to Ontario. I can display that slide, if you wish, but it does not include the investment for that line. The reason it does not include the investment is we have not yet done a feasibility study in both a financial as well as a business plan for that particular line. That work is underway right now and will be completed in time for our transportation plan update which will be next year.

Mr. MICA. I think the key to the plan that has been proposed to decentralize and disperse some of the future aviation solution is to access conveniently some of these outlying airports.

We're not only busted in the Aviation Trust Fund, we're also broke in the Highway Transportation Fund at the Federal level. And one of the things that we've done—well, two policies we have working against us is that we, first of all, we base our highway, Federal gas tax on 18.4 cents a gallon on a gallon basis. Cars are required to go further every day. I think the fleet gets a little bit more efficient. They do go further, even though some of the standards haven't been dramatically increased. And I guess \$4 out of every \$5 is now used after we put \$1 in for construction, we need \$4 to maintain the roads. That's a strain when they're going further and paying.

Also, with energy policy at the Federal level and particularly here in California, they require use of more alternative fuels for which we have a lower tax rate. So our fund is down. Same thing is, well, a similar situation with the AIP Fund. Most of that comes in from a passenger ticket tax and we have actually reduced the average cost per ticket with the evolution now to more discount and low cost carriers. Both of those funds are depleted. You recommended partnership, some changes in financing.

What's your plan or do you have anything specific as to how we raise more dollars if you want to, again, more Federal dollars available. We have to have some way to raise them.

Mr. Pisano?

Mr. PISANO. Mr. Chairman, you have posed the most serious problem facing the transportation community, namely, the finance structure and the plan that we have put forward in this region, and let me just note the capital investment plan, the total for this

movement for airport access, for completing our highway HOV system and to install the transit systems that we need in our region is \$96 billion. Our current flow of funds from gas taxes, State and Federal, and let me note the most important funding source in this region are local sales taxes, a portion of which are dedicated to fund transportation. Currently 70 percent of all of our transportation expenditures comes from local sales tax, certain self-help taxes within our region, but that system is now beginning to bump up its financial limit.

Therefore, the \$96 billion we anticipate, the \$30 billion will come from sales taxes. These are real constant dollars, not future dollars. \$32 billion will come from sales taxes from our self-help, as well as from gas taxes, State and Federal. And the remaining monies, namely \$64 billion will come from, we're suggesting be the future foundation of transportation funding, namely revenue taxes that can be supported by users.

Let me state why we feel that that funding system is possible in the future. One, technology has allowed us transponders and information systems to be able to have segmented funding streams that can be associated with individual projects. Secondly, this region demonstrated in the last 20 years that the Alameda corridor being our first project and then a number of corridor projects in Orange County in Congressman Campbell's order, that this funding strategy can and does work. And therefore, we're proposing that in the future that revenue tax systems be the basis for the majority of our investments.

In that respect, we thank Congress for the tools such as TIFICA, Transportation Infrastructure Financing Investment Act. We think that that instrument needs to be expanded and further developed.

We urge the State to include design/build and private/public partnerships in State legislation, be it the bond legislation that's under consideration or in the future so that we have the instruments to enable us to fund these investments.

And let me conclude by noting the majority of our investments being made at airports is done through this form of procurement and partnership. And the airport system, at least in our region, has demonstrated that that funding approach is feasible.

If we can, in fact, create those types of partnerships in the future, and those revenue streams, Mr. Chairman, we can keep up with the—we can deal with the demands in our region, particularly in aviation access and this movement in distribution in and access to airports.

Mr. MICA. I thank you for your response. Let me yield first to our colleague, Mr. Campbell and then we'll go to Mr. Calvert.

Mr. Campbell.

Mr. CAMPBELL. Thank you very much, Mr. Chairman. A couple of questions for whoever frankly wants to answer them. First is, the first series of questions relative to understanding the growth a little better. We talked about LAX count being down slightly since 9/11. What has happened to the passenger count for the total region, for all six airports in that nearly five-year period? Does anybody have that?

I thought someone said it was down as well. Did you say that, Mr. Withycombe?

Mr. WITHYCOMBE. Yes sir, I did. The count, obviously, went from a high of around 68 million annual passengers down to what it is today, about 61.

Mr. CAMPBELL. That's LAX?

Mr. WITHYCOMBE. That's LAX.

Mr. CAMPBELL. I'm talking about all six regional airports addressed together. Mr. Pisano?

Mr. PISANO. The actual utilization at our other airports is down. Ontario has increased by more than a million annual passengers. Burbank, Long Beach, John Wayne, have all experienced increases and we're just about—we feel that the year we're now in, we will be at the level that we were prior to 9/11 when we had all the increases at the outlying airports and make the adjustments at LAX. I think the report that I received is that this year, 2006, will get us—the same level we were previously.

One of the primary reasons is there's been more attrition, given the security issues. You go to some of the outlying regionalized airports and then secondly our international, as Jim Ritchie pointed out, our international utilization, both for passengers and particularly for goods is up.

Mr. CAMPBELL. I guess my question and we obviously want to be prepared, we don't want to miss this on the low side, but during that five-year period from 2001 to 2006, the region has experienced population growth, considerable economic growth, growth in just about every factor. So if in a period of population and economic growth we've seen zero growth in passenger air travel, why are we expecting a doubling? What do we think is going to change that's going to, from what's happened in the last five years, is going to happen in the next 15 that's going to greatly accelerate passenger air travel growth relative to population and economic growth?

Mr. PISANO. Let me begin and I'll ask my colleagues to add to the explanation and that is in the last several years we've had an adjustment to a security system that added inconvenience, that cost other difficulties to the passenger and we now have implemented a system of security that is more efficient. It's not necessarily at the pre-9/11 level of efficiency of getting through airports, but our traveling public has now become let's say are more used to it and have adapted to the system. We went through an adjustment.

The second is that the level of population growth in the time period that you talked about is fairly substantial. We added more than a million people to this region in a five-year time period. We had a decline in employment for a number of years, but we have also added employment in the time periods, so you're correct, that we have had an economic upturn.

We believe, as a region, that the most significant factor will be the increasing role that this region plays in the global marketplace, but for people and goods and that's only going to increase in the future and in fact, will increase probably at an ever-increasing rate.

If you add that factor to the traveling behavior of the American public and the decline—the FAA recently came forth with a national forecast that I believe had our region in the year 2030 at

about 168 million annual passengers. The demand forecast that we did was several years old and we had our demand at 170.

The FAA forecast and our forecasts, both for people and for goods, is on target. Let me just conclude in the area of which we've had increases over and above what we had forecasted previously, so the goods movement side of the equation has actually exceeded our forecast, Congressman.

Mr. CAMPBELL. OK, in terms of the growth that we're planning, we talked about—you showed a slide, Mr. Pisano, about per capita, but and again this is sort of anecdotal, but population growth within the region is, the actual population growth over the next 20 to 30 years pretty much can't happen in Orange County because it's pretty much built out or in let's call it the current urbanized section of Los Angeles County. And isn't that population growth pretty much all going to occur in Riverside, San Bernardino, Ventura and the inland portions of L.A. County such as Santa Clara and Lope Valley, etcetera. Isn't that where most of the population growth and therefore most of the travel, the air travel growth would come in the next—

Mr. PISANO. If we look at the growth percentages within the region we find that L.A. County, the amount of growth in L.A. County, interestingly enough, its numbers, its percentage is declining and it's almost equivalent to the growth that will occur in Riverside and San Bernardino and that Riverside and San Bernardino, without question, is the fastest growth area of the 6.3 million people, we're forecasting jointly with our members, about 3 million of that will occur in the Riverside, San Bernardino and Imperial, mainly Riverside and San Bernardino, but that there will be growth in Orange County and LA County and smaller amounts of growth in Ventura that will be about the equivalent to the growth in the entire counties.

And the issue that—and the reason why I put on the forecast and that is based upon surveys that we have been conducting and we do conduct periodically on who travels, for what reason. And what we're finding is that the propensity to fly is still in the western part of our region, that the economy base that is in the inland empire does not travel as often, primarily given the nature of the industry mix. As you noted, the industries I ticked off, tourism, entertainment, professional services and higher tech multimedia industries by the power tech firms, that industry base has not yet moved to the inland empire. We believe over time that it will and it's beginning to move, but the propensity to fly figure is the key variable, so you can get your hands around, your arms around in terms of understanding how do we provide for aviation in a regional system.

Mr. CAMPBELL. OK and the last question in this area for Mr. Ritchie. Of the 65 million, whatever it is now, MAP at LAX, how much of that is international?

Mr. RITCHIE. Good question. We currently service about 30 percent of that total as international. One of the key goals to the region demand and the dispersing of that demand is, as I indicated earlier, we have seen international growth and we want to capture that. We don't want to let that go, while at the same time the encouraging of the domestic flying seen pushing out to some of the

airlines or other airports is very desirable, so our long-term goal would be 30 percent, 60 percent in international travel, as our sister airports have more of the domestic load.

Mr. CAMPBELL. So do you see any of the other regional airports really as absorbing any of the—the only one that even has a terminal now is Ontario, is that correct, of the six that we've discussed? I think, so did you see that going, much of that going to Ontario or anything or is all the international growth in LAX?

Mr. RITCHIE. Well, the passenger rate will be there and we certainly want to capture as much as we can in Ontario, but Long Beach, John Wayne, while our domestic has been relatively flat, we're very confident it will return to 35 percent growth rate. So there's been a remarkable growth at Long Beach, John Wayne and Burbank.

Mr. CAMPBELL. Oh right. I understand. I'm just saying if we're to take 15 years from now, a snapshot, and say where is the international travel flights going out of, almost all of it at LAX and then maybe perhaps some at Ontario and that's it, right? There's no place else we can put that, is there?

Mr. RITCHIE. I guess our long term goal would be to grow and develop Palmdale, but—

Mr. CAMPBELL. Palmdale, of course.

Mr. RITCHIE. That's some ways off to the accessibility to that. But by and large, Ontario is we encourage the push to the maximum extent.

Mr. RITCHIE. I didn't hear anyone talk at all today anything about March. Is there discussion about March Air Force Base?

Mr. PISANO. Let me just say in our forecast that March primarily is an air cargo facility that we've forecasted its use, that longer term there could be possibilities of 1 to 2 million annual passengers and that really depends upon the dynamics between San Bernardino International and March Air Force and policies that Congressman Calvert talked about with respect to military usage. I think that the region is primarily going to be in San Bernardino International and then out to Palm Springs.

There is the possibility and we haven't—we have noted in smaller utilization possibly at March, but not reliance on it.

Mr. CAMPBELL. Thank you. Last question I have is for Director Kempton. Relative to the Governor's bond proposal, I think you talked about the Governor's bond proposal and it being less than, only 100 days since I was in the State Legislature. I've been trying to follow this from afar. But in the proposal that didn't make it or in the agreement that didn't make it onto the June ballot, I was trying to look through that to see how much of that had anything to do with what we're talking about here today which would be aviation infrastructure or the infrastructure to transport people to aviation infrastructure here in Southern California.

What's in there? Where the discussions are, what are we looking at there?

Mr. KEMPTON. Well, in the final package, if you want to call it that that was before the Legislature and the closing hours of the discussion, there was a package of about \$19 billion that was dedicated for transportation and housing. About \$17.5 billion or so of that was for straight transportation. And again, the biggest com-

plement of those dollars that would benefit the aviation program and goods movement would have been in the access to ports and airports and the connectivity between the two.

In the Governor's bond proposal, as an example, we had included some substantial dollar amounts for access to the ports of Long Beach, but also we included a pretty significant chunk of money for—proposed for access across the high desert on State Route 58, a fairly substantial sum of money going in there to provide for that connectivity that Mr. Pisano, Mr. Ritchie and me agree is essential to the viability of our airport operations.

No dollars directly related to airport expansion within the internal operations of the airports. And the other component that I would mention is the public/private partnership effort that was touched on by Mr. Pisano, but that was a critical element of attracting private investment to California's transportation system, not just in our ports, not just on our roadways, but also looking to attract private investment for airport operations as well into—gaining that authority to enter into public/private partnerships, bringing those private dollars that would augment the public money to the extent to upgrade our transportation infrastructure.

Unfortunately, that component of the program was not included in the final version and Mr. Pisano and I were having a brief discussion at the start of it, before the start of the Committee hearing to reassure ourselves that we want to see that reform included in this overall package. Design/build will help us get projects done more quickly, but the public/private partnership aspects of the Governor's overall proposal are absolutely essential to the future of California's infrastructure in my view.

Mr. PISANO. Could I add to that response, Congressman Campbell, and that the Federal leadership that could be established through policies and instruments that incentivise states to develop the type of funding that Mr. Kempton and I are talking about, I believe is absolutely critical.

We need to go through a transition on how we fund our transportation system. The needs are so great that we need new financial instruments in the Federal Government and in the Federal reauthorization, you had private activity bonds that tipped the eligibility. And we suggested a number of other provisions being included in the Federal—both through authorization and in the tax bills that are under deliberation in Congress. If those provisions are in Federal statute, it helps us make additional arguments to include those policies at the state level.

So I just want to note that in terms of the region's perspective, I note that two-thirds of our investment would come from those sources of investments, namely bringing private capital to the table. Without it, we're not even going to address the issues within our region. I think the equivalencies of what we would need to raise the gas tax to make up for that private investment, it would be greater than 45 cents per gallon.

Mr. CAMPBELL. Right, thank you. And I just, because I was—Director Kempton and Mr. Pisano, as I looked at that bottom thing as it was coming out, it seemed like the place where we have the greatest deficiency in infrastructure is in transportation broadly. The term transportation, but yet less than a third of the money in

that bond issue, as it looked like it was agreed to here at the end was going into actual transportation uses, be it rail, road, air, whatever. So I was disappointed from looking at it from Washington, hoping that perhaps as these discussions go forward, whether it's—obviously, the Federal level would also, but also the state level that we move that around a little bit, yes.

Mr. KEMPTON. And Mr. Campbell, I know from your times in the legislature you're a strong supporter of transportation. You were right, the Governor's original strategic growth plan did have almost half of the dollars dedicated for transportation infrastructure in terms of the \$222 billion vision that he has for infrastructure development in the State. The actual bond proposal which is only a piece of that, the final, as I described it, was about \$48 billion for levees, for education and transportation and as I indicated, \$17.5 billion, as I recall, was the number that would be put into—dedicated specifically for transportation projects.

Mr. CAMPBELL. Thank you very much, Director Kempton. Mr. Chairman, thank you and I yield back.

Mr. MICA. Thank you. Mr. Calvert?

Mr. CALVERT. Thank you, Mr. Chairman. First, I'd like to do a couple of housekeeping—Mary Bono couldn't make it here today and she asked me if on the record to mention that Mr. Withycombe, first thank him for the support for a new tower at Palm Springs Airport. I know that that's on-going and that I guess the plan is in effect right now and for the record, when do you think that the new tower in Palm Springs could be under construction?

Mr. WITHYCOMBE. Well, it's in the FAA's plans to build that tower. Obviously, again, budget issues have become a problem for construction schedule. The tower, of course, also has a Traycon Facility which is a longer-range radar facility that's located on the airport as well that controls air traffic within about a 50-mile radius, so Palm Springs.

We have taken action to move that facility to Southern California Traycon which is located down in San Diego. That facility has been there for well over 12 years. It's exhausted its current useful life and it also will be moved to this newer facility in Southern California to control traffic in the immediate area around the airport within a 50-mile radius.

The air traffic control tower itself, I understand, was under schedule for construction probably within the next four or five years. I don't have that figure available right now, but I could get it for you, if you wish.

Mr. CALVERT. Certainly, if you could submit that for the record, we would appreciate that.

Next issue, I just want to put aside also on the issue of aerobatic flying concerns. I talked a couple of years ago over both the Coto de Casa area in South Orange County. I'd appreciate your attention to that continuing urbanized area, that that's a concern to the residents within that community. I'd like to get with you on that to find out what is occurring with that.

One thing, I don't serve on this Committee. I didn't have the privilege to get on this Committee when I first came to Congress, but I chair the Space and Aeronautics Committee in the House and

Mr. Mica and I share some jurisdiction as far as the new air traffic control system that we're trying to get implemented in this country, and of course, it has international ramifications, Mr. Withycombe and I understand that some delays—we had quite a little gathering the other day in Washington when we were all out, the Secretary, Secretary of the Air Force and Mr. Mica and myself and others that they're going to move as rapidly as possible to move to this new system.

So from your perspective, you're in one of the most congested areas, not just in the country, but in the world, how important do you see in getting this system implemented as quickly as possible for the air traffic control management here in the United States and worldwide?

Mr. WITHYCOMBE. Well, as I mentioned in my testimony, we do have some time to get ahead of this issue because of the levels of traffic that we're currently experiencing. But it is a very important procedure, not only from a standpoint of operational efficiencies, but also from the environmental benefits that we think will come from this.

Being able to redesign some of the routes that have been place for many, many years in the Los Angeles basin will give us an opportunity to use new technology such as satellite guidance and also to take advantage of new technology that's in the aircraft that will be built in a newer environment these days. Technologically, they're more advanced than they were years ago.

We find that we can select routes that will be more beneficial to people on the ground, reducing noise levels, and experience that they may have by overflights in their communities. So these are all important issues and we do intend to move forward with this as fast as we can.

Mr. CALVERT. That's great. And the technology, as you know it exists, fly by wire systems, we're working on new technology, hush kits for engines, assisting new engine design, that would certainly help in these urbanized areas.

One thing I want to get to and John and I obviously represent adjacent Districts, but we hear probably, I suspect you do, as well as I do, more about transportation than most any other issue in this region, at least in my area. A lot of my constituents drive to Orange County to go to work, so maybe a little bit more so here than in Orange County, but I would say anecdotally to Mr. Ritchie as one of the reasons why LAX has not experienced a rebound as rapidly as say Ontario or Orange County or other airports is you can't get there. I can tell you that from the perspective of a person who travels every week and about half the time out of LAX and to plan to get to Los Angeles Airport you have to get up very early in the morning, 4 in the morning to get through the 91 freeway in order to get down to it, or very late at night or on the weekends. And so I suspect that is the reason why LAX has not experienced the increase in travel, to get back to pre-9/11, is—this is anecdotal information, but I suspect is probably correct, is a big part of that.

So it gets back to ground transportation and that's important because and all of the ground transportation has an effect. If you look at the Port of Long Beach, Los Angeles and the effect of trains coming out of there and Mr. Pisano, I'm looking at you on this one,

coming down through the Inland Empire, through Orange County, through the Inland Empire and down through the Cajon Pass, this is having just an on-going effect on traffic flows through our entire region. And ACE, as we call it affectionately, the Alameda Corridor East, is something that's important.

In this region, in Riverside County, we put an additional fee for every residential unit that's filled, every cost of construction on industrial and commercial and office projects, a significant fee. A lot of regions have not done that as yet, along with our sales tax fee, to match rather than coming in. We had a discussion about container fee. It may not be in direct venue of air traffic, it does have an effect because it affects the traffic going in, Mr. Chairman, to Los Angeles and getting to that airport or to Ontario Airport or to any other airport. And so I just want to get, for the record, any information you can help us with as far as how you can help bring some local revenue to the table outside of Federal dollars.

As Mr. Mica mentioned, we're short of funds in Washington, D.C., so we need some help.

Mr. PISANO. Congressman Calvert, there were several questions in your last question. Let me just deal with what I interpreted to be the first one and that is how do we deal with the east-west and that is the east-west movement within our region?

As we've pointed out in response to Congressman Campbell, there is substantial growth in the east and furthermore, there's movement of employment to the eastern part of our region. In fact, Riverside, San Bernardino area is one of the fastest job growth areas. It's primarily in the logistics industry, so movement of people through the 91 corridor or between Riverside and Orange County, we have called for a new corridor. One of the alternatives being considered is an investment concept that you have requested the region look at and that the Orange County Commission and that the Riverside Commissioner looking at that alternative, primarily would be far better than the other alternatives in that corridor.

With respect to the funding system and the question of the funding system, we conducted what we called a port elasticity study. What is the capacity of this region to put charges on the movement of goods through one form of feeder or another and divert traffic. In the course of conducting this, that study, the view of Secretary Mineta and his entire staff is that there is enormous productivity efficiencies that are gained to the Nation because of the role that we're playing in the movement of goods. I'm going to add airport goods as well as port goods.

There's are enormous savings that are derived to American consumers and to the shippers and for the retailers that are bringing imports into this region. And we believe that a business plan, let me emphasize the importance of dynamics, that these investments be conducted on a business plan basis and that is an investment can be made that demonstrates productivity, efficiency and cost saving and value to the users and that they will, in fact, pay for utilization of that investment. If one creates the right kind of transportation investment, it creates the right partnership, it is the model that we base the Alameda Corridor on. We believe that that investment strategy can generate anywhere from \$26 to \$36 billion

that can help us address the goods movement, port, airport access as well as air quality mitigation.

And there will be a willingness on the part of the private sector to participate in an investment strategy.

The tools that we need to accomplish such a program are the following: it's very difficult in the private sector who will not invest in getting through the environmental clearance process. They feel that's too risky and they're expecting government to pay for that process.

Secondly, we need to bring the what are called financing packages to the market. If we have the investment seed capital to undertake that activity, it would help us bring those projects to market. Secondly, Federal incentives, tax or other types of underwriting investments would be helpful for us to enable those projects to materialize and to complete the need. If we do not have legislation, we can't even start on these projects, that's why Federal partnership with State enabling legislation, coupled with putting together investment programs will enable to deal with the goods movement.

Part of the access system that I testified to the Committee on on ground access to airports is based on the same model, Congressman.

Mr. CALVERT. Thank you. I think I just have one other question. And that's on the issue of shorter flights. Is there any information out there that you can share with us, maybe Mr. Ritchie or Mr. Withycombe, on flights to say to Vegas or Phoenix, San Francisco, Bakersfield, these small airlines? How many gates do they tie up? I'm just curious in the scheme of things. Is that 10 percent of the business, 5 percent?

Mr. RITCHIE. I think, Congressman, I think the answer lies—you're correct. A lot of the commuter gates are tied up. For example, at LAX, we have 113 contact gates for traditional aircraft, domestic, international flights. We have another 50 gates that are dedicated to remote gates, commuter routes. Our goal is that while, as I stated earlier, our goal would be for the commuter flights to migrate to some of the other region's airports. We certainly still need to maintain that capability for connecting flights from LAX to other shorter—

Mr. CALVERT. The reason I bring that up is if, in fact, down the road if some kind of, Mr. Pisano brought up high speed rail activity is constructed say between here and Vegas, Phoenix and San Francisco and San Diego, not only would that help alleviate some of the surface traffic, but would that also alleviate some of the future demand that you might have for airport growth?

Mr. PISANO. We have looked at the issue of such a system that we have proposed for Southern California and we believe it can reduce anywhere from up to 8 percent of the trips going into LAX that are intra-regional, that are accessing that airport primarily because they're making connections to other international or national and that that can be part of the relief in meeting our long-term demand.

Mr. CALVERT. Based on Mr. Ritchie's testimony, I would think that's on the low end, 8 percent would be on the low end. At least 50 gates tied up doing commuter traffic.

Mr. PISANO. Some of those trips would be outside of our region, Congressman. I'm just talking about the San Diego within our region.

Now the other issue that we have looked at and that is what would a high-speed system within Northern California to Southern California from Las Vegas to Southern California, what impact would that have on aviation demand? And we have looked at those numbers and they would raise a number to a higher level.

The question on that is we have not been able to find a business plan model to make those investments work yet. But let me underscore, it's absolutely critical for us to look at transportation investments in the future based on performance and one of the performance indicators being if capacity can have a return on investments so that users will pay more. And we have not yet been able to demonstrate that a Las Vegas to Los Angeles or Northern California to Los Angeles investment fits in that pattern. Long term, I believe it will. And if you look at the long-term growth patterns for this region, for this State, you will find that within—by the year 2050, Las Vegas will be considered part of the economic base of LA and in that sense it will be economically viable.

Mr. CALVERT. Thank you, Mr. Chairman.

Mr. MICA. Thank you, just a couple of quick questions for Mr. Ritchie. One, I had information that Los Angeles World Airports has indicated a desire to create a larger regional aviation authority that extends beyond their current structure.

What's the status of that proposal?

Mr. RITCHIE. Thank you. As a regional airport authority, we have always maybe boasted on the small scale within the City of Los Angeles; we were our own airport authority because we had three commercial airports and we had things we could influence around that small sphere.

We're supportive. LAWA, LA World Airports, is supportive. I sense the City of Los Angeles is supportive. That larger body needs to define, to have the leadership role, but as we move outside our jurisdiction into Burbank, Long Beach, Orange County, John Wayne, we need a little assistance in that regard.

There was a body that was previously active, Southern California Regional Airport Authority that is a good model to jump start this. As Mr. Pisano points out, consortium is another approach. So we may be able to provide that jump starting of a process by virtue of the size of LA World Airports, but I would be remiss if I were suggesting we could influence the size of Bob Hope or other airports.

Mr. MICA. Mr. Pisano?

Mr. PISANO. Mr. Chairman, on that issue we commissioned a study by Steve Ary, a professor out of UC San Diego to look at the experience of regional airport structures across the country and we examined 10 such efforts. We looked at what worked, what didn't work, what steps were important in successfully developing more effective regional systems, including the system and let me just note in the Washington, D.C., the New York area, etcetera.

The basic recommendation of our report was that in order to move this issue in an expedited way that we, in fact, encourage LAWA to operate as a regional airport system and not have three

separate airports, but operate the airports as a system and then secondly, to start developing the necessary agreements and arrangements. And as we develop confidence and success in building such a system that that may evolve into an authority.

And the reason we suggested a jump start on this was that 15 years ago, our organization, along with some of the other entities within the region, established the Southern California Regional Airport Authority and for whatever reason we weren't able to make such a regionalized system work. And the conclusion that we learned and by the way, it was a learning experience we derived from some of the other regions that we looked at is that you need to have your key core aviation system operating if they have multiple airports, operating those airports as one system.

And in that respect, some of the Federal policies in terms of how these systems are developed, in terms of how we looked at the financing structure at airports at the Federal level, could accelerate the development of these regional structures.

Mr. MICA. Thank you. Final question, Mr. Ritchie. There have been some problems with reaching agreement on a final LAX Master Plan. Maybe you could give us a quick update on where we are with that effort?

Mr. RITCHIE. Yes, Mr. Chairman, I'd be glad to. That's a, from our vantage point, a success story. As we previously mentioned, we completed the Federal and State of California Environmental Approval for the LA Master Plan. There were components in that the City Council referred to as yellow Light Projects and asked that we conduct additional study. That was tied up and incidental to the settlement agreement of which we agreed to a report and analyzing those, turning them green or red, as the case may be. I think there was a preponderance on those projects in turning red. Nonetheless, the remaining projects referred to as green light projects were more readily received, although they were basically tied to safety and security issues, so we have started just in the last week a collaborative method that's shaping, reshaping the Master Plan as we note.

So the good news is that we're moving forward. We're moving forward on a smaller scale than the total program envisioned, but we're moving forward with community support.

Mr. MICA. Well, thank you. Do either of the Members have additional questions? Mr. Campbell? Mr. Calvert? No.

Well, I want to thank the witnesses today for their testimony and participation on the Subcommittee hearing and also my two colleagues, Mr. Campbell, a member of the T and I Committee and Mr. Calvert who was kind enough to host us, one of the senior Members in Congress, and he made reference to our joint efforts to try to improve our national aviation air system. We share a number of goals in that regard, looking at the whole country. Looking at this region is particularly important, as I said in my opening comments. What happens in this area in region is not only critical to its future economic growth and to accessing air transport for the future, but it's also important to our nation's air transportation system.

I sense some very good cooperation from various entities in trying to help us plan not only for the near future, but for the long-

term needs. We certainly have some challenges and some of the local communities are faced again with difficult decisions, but also we're basically maxing out in some of our capacity in some of those local airports as we can see from the testimony and what we picked up in our visit, not only today, but in past visit or two here.

So I think rolling up our sleeves and all working together, we can meet some of those challenges and I appreciate the cooperative effort in making this hearing possible and also successful.

As I indicated too at the beginning of the hearing, we will leave the record open. Anyone, organizations or individuals, or representatives of governmental agencies who would like to submit additional testimony or commentary or information to the record can do so, directed to the Chair, Mr. Campbell or Mr. Calvert. Without objection that is so ordered and the record will be left open for a period of two weeks.

There being no further business to come before the House Aviation Subcommittee, I declare this meeting adjourned. Thank you.
[Whereupon, at 12:12 p.m., the hearing was concluded.]

**Statement of Will Kempton
Director
California Department of Transportation (Department)
Before the
Subcommittee on Aviation
Committee on Transportation and Infrastructure
U.S. House of Representatives**

March 20, 2006

Introduction

Good morning. Thank you for the opportunity to testify today. I appreciate the members of the Committee taking the time to travel to California to learn more about aviation issues.

The California Department of Transportation's overall goal is to assist in the development and preservation of a safe and environmentally compatible aviation system that meets the mobility needs of the aviation community, air travelers, and the public. The Department responds to aviation issues through its Division of Aeronautics. Under State law, the Division's primary roles are to encourage private flying and the general use of air transportation, establish essential regulations to enhance safety, capacity and capability of the State's Air Transportation System, and to foster the development of a stable and efficient regional air carrier system.

Additionally, the Division is responsible to assure that people residing near

For example, passenger demand in the Southern California region is expected to double from 86 million in 2004 to 170 million by 2030. The San Diego Regional Airport Authority forecasts passenger demand to double from 15.3 million in 2003 to 33 million by 2030. The Bay Area airports project passenger demand to double from 56.5 million in 1998 to 111 million by 2020, and Sacramento International Airport passenger demand is projected to double from 3.9 million in 1999 to 8 million by 2020.

Similarly, in the Southern California region, projected air cargo demand will more than triple from 2.8 million tons in 2004 to 8.7 million tons in 2030.

Air cargo in the San Diego region has the potential to quadruple from 154,600 tons in 2003 to 622,100 tons 2030. The Bay Area airports project air cargo to grow from 1.7 million tons to 6.6 million tons, and total Sacramento region air cargo demand is projected to grow from 66,000 to 435,000 tons in 2020.

In general, the statewide trend appears to be a doubling of passenger growth and tripling of air cargo over the next three decades.

improvements that can facilitate expeditious flow of the high-value products that fly into and out of our State. The State has a strong role in working with regional transportation planning agencies to improve passenger access through highway and transit improvements, and offsite check-in facilities.

California's General Aviation airports are stressed to meet the existing demand and provide security upgrades for the users of the system. There is a strong focus on the need for increased security in this post 9/11 environment. The result is that security improvements are now competing with capacity improvements in small airport capital programs but funding is not keeping up with demand. In addition, encroachment by incompatible land uses approved at the local level have forced several smaller airports to close at a time when the increasing amount of corporate aircraft drives up the demand for the services and convenience that are provided by general aviation fields.

Goals for the California Aviation System

To improve the safety and effectiveness of California's general aviation transportation system, the Department has worked closely with its aviation stakeholders to develop the California Aviation System Plan. The plan is

to improve air service. It is an effective tool for stimulating air service in rural areas that are beginning to see the impacts of population growth.

As passenger and air cargo volumes grow and decentralize, airports are challenged to expand to accommodate the demand of California's aviation system. While aviation planning has taken place on the state and regional levels, many local airports face challenges just to maintain their facilities. The inevitable need for increased airport capacity due to growth in air travel is an issue that affects policymakers, planners, and airport administrators throughout California. The Department will continue its work with our aviation partners and looks forward to continued federal support and presence to help address the needs of the Air Transportation System in California.

STATEMENT OF
MARK A. PISANO
EXECUTIVE DIRECTOR
SOUTHERN CALIFORNIA ASSOCIATION OF GOVERNMENTS
BEFORE THE
U.S. HOUSE OF REPRESENTATIVES
COMMITTEE ON TRANSPORTATION AND INFRASTRUCTURE
SUBCOMMITTEE ON AVIATION

FIELD HEARING ON
“MEETING FUTURE AVIATION CAPACITY NEEDS
IN SOUTHERN CALIFORNIA”

CORONA, CALIFORNIA
MARCH 20, 2006

Introduction

Chairman Mica and members of the Subcommittee, thank you for coming to Southern California, and for this opportunity to testify before you today regarding the challenge of meeting future aviation capacity needs in Southern California, and what the region is currently doing to meet those needs. Allow me to preface my remarks by saying that while the focus of my discussion will be on regional aviation issues, as an agency that conducts comprehensive regional planning, the Southern California Association of Governments (SCAG) always places those issues in the larger context of intermodal transportation. Knowing how aviation relates to all the other transportation modes in the regional system is vitally important, including how improving ground transportation can help you make better use of available regional airport capacity.

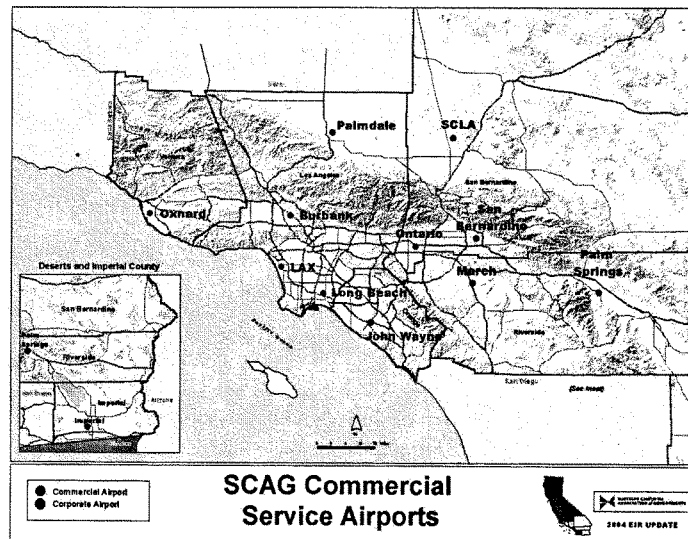
Background and Issues

The SCAG Region is the Metropolitan Planning Organization (MPO) for the six counties of Riverside, San Bernardino, Los Angeles, Orange, Ventura and Imperial, and is the largest MPO in the nation. The region is the also most important global gateway in the country, ahead of New York (no. 2) by 22% in terms of total import/export commodity value. We would be the 10th largest economy in the world if we were a country. Southern California airports play a crucial role in our international trade, particularly with Pacific Rim countries, and to our regional economy. The value of airborne commodity exports out of the Los Angeles Customs District are about equal to waterborne exports, and airborne export values would be significantly greater if service exports, including impacts from tourism, were added to total export values.

The region supports the nation’s largest regional airport system in terms of number of airports and aircraft operations, operating in a very complex airspace

environment. Figure 1 shows our regional air carrier airport system. The system has six established air carrier airports including Los Angeles International (LAX), Bob Hope (formerly Burbank), John Wayne, Long Beach, Ontario and Palm Springs. There are also four new and emerging air carrier airports in the Inland Empire and North Los Angeles County. These include San Bernardino International Airport (formerly Norton AFB), March Inland Port (joint use with March Air Reserve Base), Southern California Logistics Airport (formerly George AFB) and Palmdale Airport (joint use with Air Force Plant 42). The regional system also includes 45 general aviation airports and two commuter airports, for a total of 57 public use airports.

Figure 1



As the region's Metropolitan Planning Organization, SCAG is mandated to periodically develop a Regional Transportation Plan (RTP) that includes all transportation modes. The Regional Aviation Element, which addressed the aviation mode, provides an overall vision and strategy for meeting the region's aviation needs. It forecasts regional air passenger and cargo demand and shows where that demand will be met in the future, by allocating the demand to airports that have available capacity, and providing a ground access strategy to link concentrations of market demand to airports with available capacity to serve that demand.

So what are the main challenges in meeting the future airport capacity needs of Southern California? Work on our 2004 RTP concluded that an Aviation Decentralization Strategy is needed to meet our forecast doubling of air passenger demand by 2030, from the current 90 million annual passengers (MAP) to 170 MAP, which is consistent with recent forecasts published by the FAA. This is because our four urban air carrier airports in Los Angeles and Orange counties—LAX, Bob Hope, Long Beach and John Wayne—are all highly constrained. Their collective acreage amounts to 5,540 acres, which is less than 17% of the 34,000 acres of Denver International, and less than the 7,700 acres of Chicago O'Hare. At 3,500 acres, LAX is a very small international airport despite being the third busiest airport in the country and fifth busiest in the world in terms of passengers served. All of these urban airports have little room to expand because of severe encroachment by surrounding communities. In addition, two of these airports—Long Beach and John Wayne—have strict limits on allowable flights that are legally enforceable (one is a city ordinance at the other a court settlement agreement) since they predate the Federal Airport Noise and Capacity Act of 1990 (ANCA).

Fortunately, the region has available capacity to serve future demand at the new and emerging suburban airports in the Inland Empire (San Bernardino and Riverside counties) and North Los Angeles County. Ontario International Airport can accommodate up to 30 MAP (currently at 7.2 MAP) and help relieve LAX by becoming the region's second major international airport. Palmdale Airport, San Bernardino International, March Inland Port and Southern California Logistics not only have ample available capacity, but can serve future demand with far fewer environmental impacts compared to the highly constrained urban airports. These airports can also serve future demand with relatively modest capital investments since they have much of the essential infrastructure already in place. SCAG estimates that investments at the four new and emerging airports, needed to accommodate the forecast demand of 170 MAP, total about \$4 billion in improvements. Adding needed investments at the other airports in the system (but not LAX), the required capital requirements at region airports total about \$6.3 billion. This is a modest sum for serving an 80 MAP increase in demand over the next 25 years, compared to the exorbitant cost of building new airports to accommodate this demand.

The primary challenge of decentralizing demand to these airports relates to the fact that the core of aviation demand will continue to reside in the urban areas of Los Angeles and Orange counties. The greatest population and employment growth over the next 25 years is forecast to occur in the Inland Empire. The region is forecast to grow at a 1.25% annual growth rate as it adds 6.26 million people over from 2000 to 2030 (reaching a total of 22.9 million). Riverside and San Bernardino counties are forecast to grow by 3.4% and 1.9%, respectively, while Los Angeles and Orange counties will add population at rates less than 1%. The Inland Empire will also add jobs at significantly higher rates than the regional average. However, as Figure 2 shows, by 2030 the bulk of future aviation demand (83%) will still remain in Los Angeles and Orange counties (currently 90% of total regional demand).

Figure 2

Passenger Demand by County, 2030

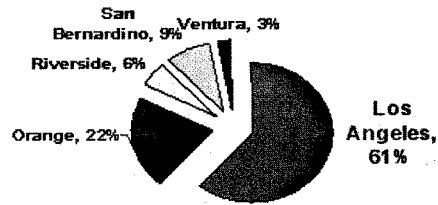
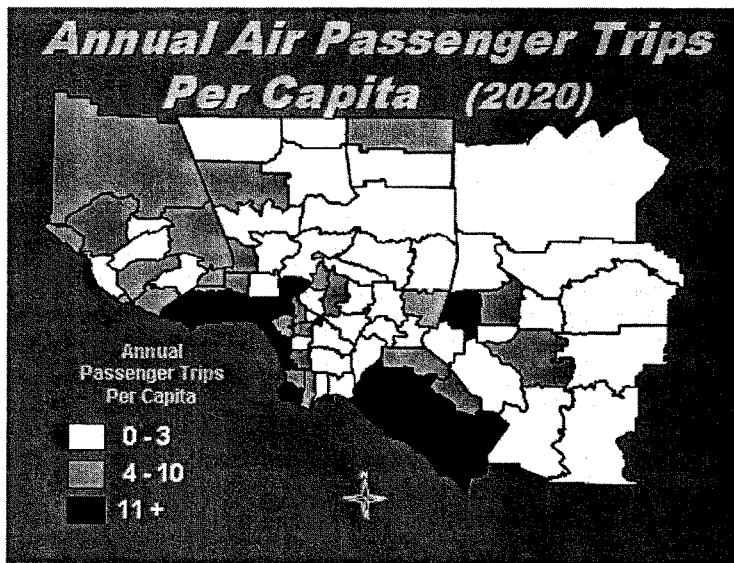


Figure 3



The main reason for this is that Los Angeles and Orange counties will continue to generate higher rates of air passenger trips per capita compared to the rest of the region, as displayed in Figure 3. Their high trip propensities relate to greater levels of disposable income, and high concentrations of activities that greatly depend on air travel. These activities include international trade, tourism, entertainment, business services and high technology.

Airport Decentralization and Ground Access Strategy

The future challenge of meeting our 170 MAP forecast is inextricably tied to airport ground access, since in order to meet that forecast we will need to get future air passengers from the urban areas of Los Angeles and Orange counties to available airport capacity in the Inland Empire and North Los Angeles County. The challenge is complicated by the fact that our regional roadway system will become increasingly unreliable. Daily delay on the system is expected to more than double, from 2.2 to 5.4 million hours lost in congestion. This will place a great burden on the air traveler, who will have to allow for more time to get to the airport to catch his or her flight. It will make it difficult to expand the new airports with available capacity, since until they fully mature they will have few alternative flights to offer air travelers who miss their flights because of unreliable ground access. Unless the regional airport ground access system is substantially improved, many potential air travelers will choose not to fly at all, which will translate to substantial economic loss to the region. SCAG estimates that a constrained 2030 regional airport system with conservative assumptions about future airport ground access improvements translates to a loss of \$18 billion and 131,000 jobs to the economy of Southern California.

This is why SCAG has developed a Regional Aviation Decentralization Strategy that relies very strongly on making substantial airport ground access improvements throughout the region, in both the short term and long term. The short term program emphasizes relieving immediate bottlenecks around airports through arterial, intersection and interchange improvements, and increasing transit access to airports. Many of these improvements were programmed in the 2004 RTP. We intend to place an even greater access on programming new improvements in our 2008 RTP, as we update our Regional Airport Ground Access Element over the next several years.

We also intend to work closely with Los Angeles World Airports (LAWA) on planning and programming ground access improvements to the LAWA airport system that includes LAX, Ontario and Palmdale. This will be done in the spirit of the LAX Settlement Agreement, in which LAWA committed to hold LAX to 78 MAP, and also committed to work closely with SCAG to cooperatively plan for the regional distribution of air traffic demand. We are particularly interested in helping LAWA plan and program a regional system of FlyAways, based on the very successful Van Nuys FlyAway where passengers park their cars and take a bus to LAX. The locations of the proposed new FlyAways can be optimized by taking advantage of the region's developing high-

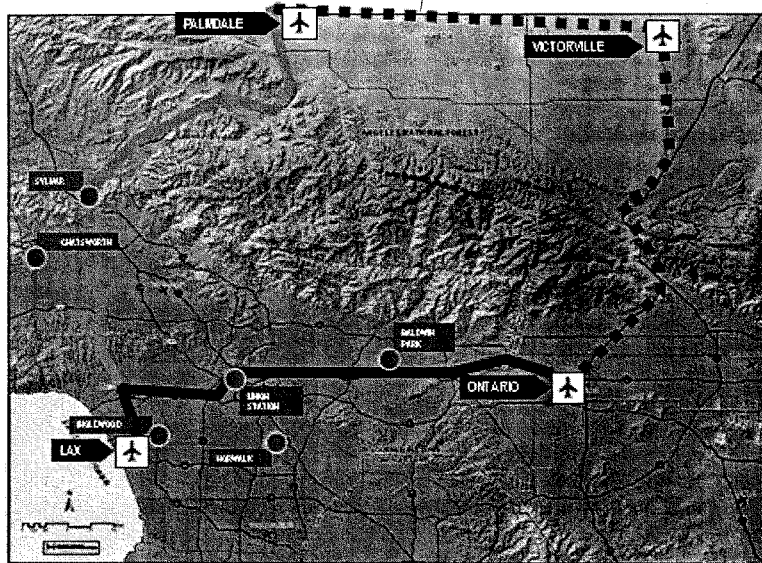
occupancy vehicle (HOV) and light and heavy rail networks that can provide direct linkages to Ontario and Palmdale as well as LAX. Making seamless HOV and rail connections with enhanced service to those and other suburban airports will also comprise SCAG's short- and medium-range airport ground access strategy. The FlyAway, HOV and rail improvements to the suburban airports will help establish a pattern of decentralization, by attracting a critical mass of passengers and airline service at those emerging airports.

Over the long term, our aviation demand modeling indicates that we will also need a system of high-speed rail to the suburban airports to reach our forecast of 170 MAP. The high speed, reliability and predictability of high speed airport access will be needed to overcome mounting and increasingly unpredictable traffic congestion. For example, our initial operating segment from West Los Angeles to Ontario Airport will take only 30 minutes to travel from end to end, compared to over two hours by car in 2030. Figure 3 shows the adopted SCAG regional high speed network in relation to the proposed new FlyAways.

SCAG has developed a number of studies that have established the technical and economic viability of the high speed airport access concept. For example, the LAX to Palmdale High Speed Ground Access Study showed that high-speed transit, compared to other access modes, is clearly the most economical, safe, efficient and environmentally compatible access alternative to Palmdale. We are currently conducting an alternatives analysis with the City of Los Angeles to determine which of the available high-speed transit technologies is preferred for the initial operating segment (IOS). Performance criteria being measured by this analysis include capital and operating/maintenance costs, passenger ridership, environmental impacts, compatibility with the IOS, and potential for joint development financing.

We have also demonstrated a market/business case for the adopted high speed transit system. The system has the potential to be financially self-sustaining, with the ability to cover operating and maintenance cost and pay down capital costs over time. Revenue sources would include passenger and parking revenues, cargo revenues, advertising and concession revenues, and value capture from stimulated development. Financing mechanisms would include revenue bonds, equity contributions and TIFIA credits and loans. The funding prospectus for the high-speed transit system is further enhanced by assuming proportional-share contributions from major activity centers that will be beneficiaries of the system, including airports. It should be noted that the majority of the high-speed transit passengers would be home-to-work commuters, with air passengers comprising about 15-20% of the total passenger ridership.

Figure 4



Implementation of Regional Aviation Decentralization Strategy

As work proceeds on updating SCAG's Regional Transportation Element over the next two years, the emphasis will be on implementing the Regional Aviation Decentralization Strategy since the basic planning and feasibility analysis has already been completed. Preliminary design and engineering work for the IOS is currently underway, to be completed this summer. A High Speed System Design has recently been initiated, that will identify how the region's airports will be linked by the high-speed transit system, and how this will help integrate the airports and increase their operational efficiencies. It will also identify the potential costs and environmental benefits of linking airports through high-speed access, and examine a variety of institution, legal and financial considerations, such as integrating high speed transit fares with air fares.

SCAG has also recently completed a Regional Airport Management Study, developed by Professor Steven P. Erie of University of California San Diego who is a noted expert on Southern California infrastructure. The study surveyed and examined a number of regional airport and ground access governance structures around the country

with the objective of identifying a structure that can most effectively address the regional aviation problems and issues in Southern California. It recommended that a "Regional Airport Consortium" be developed for coordinating the activities of airports and transportation agencies in the region to implement the Regional Aviation Decentralization Strategy. One of the key activities of the Regional Airport Consortium would be to rank airport ground access projects for inclusion in the Regional Transportation Plan. The study also recommended that LAWA take a leading role in the Consortium. A follow-on study will be initiated in the near future, that will identify a specific implementation strategy and timetable for creating the Consortium.

The Regional Airport Management Study also discusses the possibility of implementing a mega-region approach to regional airport governance, incorporating all of Southern California's commercial airports and transportation agencies from Santa Barbara County to San Diego County. Activity data indicates that Southern California's actual regional airport system is congruent with such a mega-region. SCAG estimates that from 15 to 20% of San Diego's air passengers and 2/3 of its air cargo is currently served by SCAG region airports because of inadequate airport capacity in San Diego. More than 40 commuter flights a day originate in San Diego County and land at LAX, because of inadequate long-haul and international service in San Diego. This places additional burdens on the limited runway capacity of LAX. If San Diego does not solve its airport capacity problem, it will make our problem much worse.

SCAG is also working closely with the FAA in developing a Regional Airspace Analysis, to be completed this fall. This analysis will show how our regional aviation forecasts can be accommodated by the regional airspace system, including structural and procedural changes that may be needed. It will also evaluate the potential impact of new air traffic control technologies on the capacity of the regional airspace system. This work will eventually be used to refine our regional aviation demand forecasts, and will be included in the National Airspace Redesign.

Recommendations

Lastly, I would like to leave you with some final thoughts on how Congress can assist the Southern California Region in its future efforts to implement the Regional Aviation Decentralization Strategy.

1. Funding Support for Global Gateways

Adequate federal funding support to airports in global gateways like our region is crucial to maintaining the economic competitiveness of those gateways, and to the ability of the country to compete in the global economy. This is in recognition of the growing importance of airports to international trade. China, for example, is planning to spend \$17.4 billion over the next five years to expand its airport infrastructure and accommodate growing airport-related international trade.

2. Decentralize Using Existing Infrastructure to Minimize Capital Expenditures and Impacts on Communities

Our future regional aviation demand can be accommodated in the most economically efficient and environmentally compatible manner by utilizing the outlying suburban airports. These airports have the capacity to serve future demand, and have most of the required infrastructure already in place. Although private investments and public/private partnerships are the cornerstones of implementing the decentralization strategy, Federal support is also needed. Congress can support the decentralization strategy by helping to fund the modest capital investments that are needed at the outlying suburban airports. It should also adopt flexible funding mechanisms that are needed to make these airports more accessible to future air passengers, through the construction of regional ground access improvements.

3. Proportional Share Funding Contributions for High-Speed Ground Access

As I discussed, proportional share funding contributions from major activity centers that will be beneficiaries of our adopted high speed transit system would enhance the funding prospectus of the system. These activity centers include airports. I urge you to give serious consideration to including explicit language in the next aviation reauthorization bill that will permit such proportional contributions from airports to high speed ground access systems, when it can be clearly demonstrated that they will directly benefit from linkages to those systems.

4. Support Aviation System Planning in Large Multi-Airport Systems

Aviation system planning is especially important in regions like SCAG that have large complex systems of multiple airports. System planning can show how those airports interact with one another, how strategic investments can be made in regional aviation infrastructure, and how airports can be efficiently integrated with regional ground access systems. It can also coordinate and integrate airport planning with regional environmental planning, including the development of air quality management plans in nonattainment areas. Continuing and adequate federal support for aviation system planning in those regions is crucial. We also recommend that aviation systems plans be closely coordinated by the FAA in defining priorities for system planning work, and that explicit mechanisms be created by the FAA to incorporate system planning recommendations into the NPIAS.

5. More Flexible Funding for Mitigation of Community Impacts

I also urge you to give serious consideration to including flexible funding provisions in the next aviation reauthorization bill that would allow airports to better mitigate environmental impacts on surrounding communities. This would include more flexibility in assessing charges on airport users. Specifically, consideration should be given to allow for landing fees to be based at least in part on noise and air emissions. Currently they are based solely on aircraft landing weight. Basing landing fees on

emissions would give incentives for airlines to utilize cost effective air and noise emission reduction technologies that are currently available. Currently there are no such incentives that are allowable under Federal Aviation Law. Nitrous oxide and particulate emissions from aircraft comprise an increasingly larger portion of our air basin's emission inventory, and such market-based tools are sorely needed for Southern California to attain more stringent ozone and particulate standards. They are also needed to help make our highly constrained urban airports better neighbors with their surrounding communities, and to provide addition incentives for airlines to utilize suburban airports and help implement our Regional Airport Decentralization Strategy.

I would like to thank you again for inviting me today to testify on this extremely important and timely issue for Southern California. We are looking forward to working closely with Congress and the Federal Department of Transportation to accomplish the challenge of meeting the future airport capacity needs of Southern California. This concludes my remarks and I would be pleased to address any questions you may have regarding my testimony.

**U.S. House of Representatives
Committee on Transportation and Infrastructure
Subcommittee on Aviation
Field Hearing - March 20, 2006, Corona, CA
Testimony presented by City of Los Angeles, Los Angeles World Airports**

Good morning. My name is Jim Ritchie, Deputy Executive Director for Los Angeles World Airports responsible for Planning and Development. I am here this morning to testify at this hearing on behalf of Lydia Kennard, Executive Director for Los Angeles World Airports. Lydia, unfortunately was not able to be here, but is pleased that we have this opportunity to provide the committee with details of Los Angeles World Airports and our integral role in helping to meet the regional demand for passenger, cargo and general aviation service in the 21st century.

In Los Angeles, there is consensus that a regional solution to air service demand is required, but as of yet there has been no effective, coordinated plan put forth to implement such a strategy. Los Angeles World Airports, a department of the City of Los Angeles, which owns and operates four airports including Los Angeles International Airport, Ontario International Airport, Palmdale Regional Airport and Van Nuys Airport, is proud to operate within the spirit of a regional approach to air service demand.

Under the approved Master Plan, Los Angeles International Airport will be designed to accommodate an additional 17.5 million annual passengers over today's figures of 61.4 million annual passengers. The remaining regional airports must absorb the other 60+ million annual passengers projected for the next 20 years. Under this scenario, Los Angeles International Airport's proportionate share of the regional demand drops to less than 60 percent from 70 percent today.

The regional approach to airport planning is hampered by constraints of various types at non-Los Angeles World Airports operated airports in the region. Long Beach Municipal Airport is constrained by a permanent court order that restricts the airport to 41 operations per day. Burbank Airport is constrained by a voluntary curfew and strenuous opposition to airport expansion, even within the airport authority. John Wayne/Orange County Airport is constrained under an amended settlement agreement at 10.3 million annual passengers to 2011 and 10.8 million annual passengers from 2011 through 2015. In 2005, the airport handled 9.6 million annual passengers.

Additionally, new commercial airport sites face long, uphill battles. El Toro, for example, had a high potential to meet regional demand, but pro-commercial airport ballot measures were defeated. San Bernardino, March Inland Port and Southern California Logistics Base are among the former Air Force bases facing great obstacles, uncertainty, and lack of air carrier interest.

Realizing that Los Angeles International Airport is currently handling a disproportionate amount of the demand, Los Angeles World Airports is doing all we can to plan for and encourage growth at our other airports. Our first step in this regional planning is focused on the crown jewel of the inland empire, Ontario International Airport. With its state-of-art facilities that opened in 1998, Ontario International Airport currently has excess capacity and strong community support for additional growth. In 2005, Ontario International Airport set a record of 7.2 million annual passengers, an increase of 4% from 2004, and currently represents 8.2% of the 2005 regional market share.

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Other significant statistics include:

- An average of approximately 108 passenger flights depart from Ontario International Airport each day, providing an average of 13,633 seats to 20 different nonstop destinations on 11 major airlines, including among others, Aeromexico, American, ATA, Continental, Delta, JetBlue, Southwest, United, and US Airways.
- More than 7.2 million passengers flew to and/or from Ontario International Airport during 2005, the third consecutive record-setting year for the airport.
- More than 12,000 passengers fly to/from Mexico via Ontario International Airport each month.
- Ontario International Airport is classified by the FAA as a medium-hub airport, and actually accommodates more passengers each year than international airports such as San Antonio (SAT) and Austin (AUS). In fact, since 2000, Ontario International Airport has outpaced growth among its peer medium-hub airports across the United States since, growing at an average annual rate of 2.9%, compared to 2.5% for the peer group as a whole.

Ontario International Airport is also experiencing significant growth in air cargo demands and is served by nine major US air freight carriers including Airborne Express, Ameriflight, DHL, Empire Airways, Express Net, Federal Express, West Air, Union Flights, and United Parcel Service. Ontario International Airport is currently the 15th busiest cargo airport in North America, with more cargo traffic than Philadelphia International Airport (PHL), and nearly as much cargo traffic as San Francisco International Airport (SFO).

Los Angeles World Airports regional planning efforts include the continuing focus on advertisement to passengers and airlines to promote travel to and from Ontario International Airport. Our goal is to grow this airport to 30 million annual passengers. This growth includes runway improvements currently underway to accommodate the Airbus A380. Los Angeles World Airports has an agreement with the airlines that once passenger traffic at Ontario International Airport reaches 10 million in two consecutive years, we may proceed with conducting a feasibility study of the construction of a third terminal.

Palmdale Regional Airport, an integral part of Los Angeles World Airports long range regional planning efforts has no scheduled commercial air service. Scenic Airlines offered flights to Las Vegas, but the trips on small planes were routed to North Las Vegas Airport instead of the more popular McCarran International Airport. The airline discontinued service from Palmdale in January 2006. Nevertheless, a Tri-Star marketing study commissioned by Los Angeles, indicates the existing population of the Antelope Valley could support 2 million annual passengers at Palmdale Regional Airport assuming that service is available to a reasonable range of markets. According to Southern California Association of Government's 2004 Regional Transportation Plan the forecasted demand could grow to 12.8 million annual passengers at Palmdale Regional Airport by 2030, but only with the development of high speed rail and significant changes in the way airlines do business.

As part of our continued commitment to develop demand at Palmdale Regional Airport, Los Angeles World Airports is currently developing a public-private partnership with the City of Palmdale and Antelope Valley stakeholders with an objective to prepare the Small Community Air Service Development Program. This program, administered by the FAA under the direction of the Department of Transportation, authorizes grants to small communities to assist in their

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on-going air service development efforts. Grant applications are due to the FAA in April 2006.

Van Nuys Airport, meanwhile, continues to support a large volume of general aviation traffic which otherwise would flow into a number of commercial airports in the region, including Los Angeles International Airport and Ontario International Airport. The Van Nuys Airport Master Plan was approved by the Los Angeles City Council on September 13, 2005. The intent is for Van Nuys Airport to become a more community sensitive aviation facility while at the same time serving as a reliever facility for general aviation in the Southern California region.

Los Angeles World Airports' commitment to regionalism is also evident in the historic settlement of lawsuits filed against the Los Angeles International Airport Master Plan. Los Angeles Mayor Antonio R. Villaraigosa and the Los Angeles City Council gave final approval to the settlement agreement in early 2006 following approval by the city councils of Culver City, El Segundo and Inglewood; the Los Angeles County Board of Supervisors; the board of the Alliance for a Regional Solution to Airport Congestion; and the Los Angeles Board of Airport Commissioners.

As a result of the settlement agreement, the plaintiffs in the lawsuits against the Los Angeles International Airport Master Plan dismissed their state and federal lawsuits. The settlement removes potential litigation obstacles and allows Los Angeles World Airports to begin construction on the Los Angeles International Airport South Airfield Improvement Project and to develop new plans for Los Angeles International Airport consistent with the Mayor of Los Angeles' vision for the regional redistribution of aviation demand.

Under the Los Angeles International Airport Master Plan Settlement Agreement, Los Angeles World Airports is charged with participating in the establishment of a Regional Airport Working Group and developing a regional strategic planning initiative to encourage passenger and cargo activity at other airports operated by Los Angeles World Airports.

To this end, Los Angeles World Airports will invite the Federal Aviation Authority, Southern California Association of Governments (SCAG), Counties of Los Angeles, Orange, Ventura, Riverside, and San Bernardino, and airport operators in the Los Angeles Region to participate in a Regional Airport Working Group to discuss and make recommendations regarding current and future plans to achieve a regional distribution of air traffic demand. This group will consider a common framework for coordinating all airport master planning and facility construction consistent with the adopted SCAG Regional Aviation Plan.

For the purposes of encouraging, coordinating and effectuating a regional approach to Southern California's air transportation needs, the regional working group may consider: (1) reconstituting the Southern California Regional Airport Authority; (2) the feasibility of entering into a joint powers agreement to create a new regional airport authority; and/or (3) supporting legislative efforts to create such an authority.

Los Angeles World Airports has taken the first steps by convening an advisory committee comprising the former petitioners, state and local elected officials, and representatives of the local community. The objective of this committee is to review progress on the study of alternative designs to achieve improved ground transportation and traffic, air quality, level of service, and other environmental impacts; seek input on major milestones; and provide policy direction on the modernization of Los Angeles International Airport. Input regarding the formation of the Regional Working Group and a transportation planning committee was solicited and a number of the advisory committee members have expressed a strong interest in

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participating in these efforts. Los Angeles World Airports also conducted two public outreach meetings to obtain the communities' ideas for modernizing Los Angeles International Airport, and limiting noise and traffic problems.

In closing, Los Angeles World Airports is committed to managing and developing our facilities at all four airports to meet our proportionate share of the regional demand for passenger air service and cargo distribution vital to the economic well being of the region. In addition, we will strive to provide safe and secure facilities and first class amenities for our passengers while being a good neighbor to the surrounding communities. We welcome the opportunity to work with other agencies and jurisdictions to address the regional distribution to other Southern California airports.

STATEMENT OF BILL WITHYCOBME, REGIONAL ADMINISTRATOR
WESTERN PACIFIC REGION, FEDERAL AVIATION ADMINISTRATION
BEFORE THE HOUSE COMMITTEE ON TRANSPORTATION AND
INFRASTRUCTURE, AVIATION SUBCOMMITTEE
ON AIRSPACE REDESIGN OVER SOUTHERN CALIFORNIA
AND RUNWAY INCURSIONS AT LOS ANGELES INTERNATIONAL
ON MARCH 20, 2006.

Chairman Mica, Members of Congress

I am pleased to welcome you to southern California and to discuss with you aviation issues that are important to this region. Specifically, you have asked that I update you on the Federal Aviation Administration's (FAA) airspace redesign efforts in southern California and the status of ongoing efforts to reduce runway incursions at the Los Angeles International Airport (LAX). The FAA is well aware of the importance of southern California to the effectiveness of the overall national airspace system (NAS). We are working on these issues and several others to preserve the safety and efficiency that is critical to not only the citizens of California, but the nation as a whole.

The airspace over southern California is highly complex. It includes high volume traffic in the north – south corridors, military airspace and eight busy airports located in close proximity to one another. There are over two million operations a year in approximately 10,000 miles of airspace. Post September 11, the total annual operations for the region remain lower than pre-September 11 levels, especially with respect to operations at Los Angeles International Airport (LAX). In recent years, the number of annual operations has remained fairly constant and the number of delays has decreased, but FAA anticipates that there will be significant growth in the area that must be factored into future planning.

In June 2004, FAA published a report entitled, "Capacity Needs in the National Airspace System: An Analysis of Airport and Metropolitan Area Demand and Operational Capacity in the Future." It identified a need for additional capacity in southern California in the 2013 to 2020 timeframe. This is premised on the anticipated growth of both the population and wealth of the region in addition to the expectation that the use of very light jets will increase and that there will be more low cost operations. Because the airports in the region are land locked, the opportunity for capacity expansion lies largely in airspace redesign. Unlike other parts of the country where FAA has worked on airspace redesign because of existing congestion problems impacting the NAS, this is not yet the case in southern California. Therefore, we have the opportunity to get out in front of the problem instead of waiting for the situation to develop.

In order to prepare for the future, FAA has identified four program projects to support anticipated growth: southern California redesign, central California redesign, bay to basin redesign, and high altitude redesign. For purposes of this hearing, I will focus on the planned southern California redesign.

The southern California redesign has three parts that will ultimately result in a four to twelve million dollar annual savings due to reduced delays and additional throughput. The first part of the project has largely been completed. It optimizes the departure and arrival flows of LAX. In September of 2004, FAA modified the LAX departure climb to permit a steady climb to more than 5,000 feet. Previously, the aircraft would climb then level off, then climb and level off. This change reduced the number of LAX departure

transmissions with air traffic control because it was a single direction to climb steadily. It also removed an offshore conflict with a north - south route flown by general aviation aircraft. In February of this year, FAA announced the LAX arrival enhancement which will become operational in April. This will permit aircraft to follow the same path over the ground, but on a more shallow gradient which should result in arrivals being quieter, burning less fuel, and producing less wear and tear on the aircraft.

The second part of the redesign is the actual redesign of the airspace. The goal here is to take a “complete clean sheet” view of the airspace to determine how things should look if we were starting from scratch. At the center of the redesign would be how best to feed aircraft into LAX. The traffic at other airports would be optimized as they fit into the plan for LAX. This redesign project is very ambitious and it will take several years to scope, design and conduct the required environmental analysis and review before implementation can take place. As this Committee is well aware, projects of this size and sensitivity must achieve industry and community consensus in order to be successfully implemented. There is a lot of work ahead to make this happen, but we believe it is an important and necessary investment in the future.

The final piece of the southern California redesign project focuses on arrival enhancement into San Diego. The airspace around San Diego is complicated by military operations being conducted in the area. New training needs have resulted in FAA working with our military partners to maximize the efficiency and safety of this shared space. Ultimately, we would like to conduct a more thorough analysis and redesign of

this airspace to meet the anticipated long term needs of both commercial and military operations.

Turning now to runway incursions, I want to emphasize that reducing runway incursions is not just an FAA priority at LAX. We have been working hard to reduce the most serious runway incursions around the country. As outlined in the *FAA Flight Plan 2006-2010*, the FAA is developing a range of initiatives from airport design concepts to surface movement procedures. Related efforts address the errors committed by pilots, air traffic controllers, and airport-authorized vehicle operators and pedestrians. We have set performance targets and we are holding ourselves accountable for meeting those targets. We are working hard and making progress, but we are not there yet.

Because we are taking it seriously, the FAA reconstructs each runway incursion using the available information and plots the approximate location of each event on airport diagrams. During this exercise, we systematically categorize each runway incursion in terms of its severity. Severity Categories A through D (A being the most serious, D the least) consider factors such as the speed and performance characteristics of the aircraft involved, the proximity of one aircraft to another aircraft or vehicle, and the type and extent of any evasive action by those involved in the event. Aircraft involved in runway incursions are grouped into either commercial or general aviation operations. Incidents are further categorized into three error types: pilot deviations, operational errors/deviations, and vehicle/pedestrian deviations. It is important to remember that

runway incursions do not occur in a vacuum. The actions of pilots, air traffic controllers and vehicle drivers are intermingled and can significantly impact one another.

We have made important progress over the last few years, especially in reducing serious Category A and B runway incursions by more than 40 percent since FY 2001. In FY 2005, we had a total of 327 runway incursions. Twenty-nine of those were Category A and B incursions, which is less than 10 percent of the total. In terms of error types, there were 169 pilot deviations, 105 operational errors/deviations, and 53 vehicle/pedestrian deviations. While pilot deviations are the most common type of runway incursion, they accounted for only 31 percent of serious incursions in the past fiscal year. Operational errors/deviations, on the other hand, accounted for only 32 percent of total deviations, but 55 percent of serious deviations which represents a notable change in the distribution of runway incursion types with respect to severity. These are the types of statistics our runway incursion safety team continuously analyzes in order to understand where our efforts will have the greatest impact in reducing risk.

FAA is working closely with other airport sponsors to address runway incursions. Late last year, Administrator Blakey met with the City of Los Angeles and discussed the chronic runway incursion problem at Los Angeles International Airport (LAX). In fiscal year 1998, there were 12 runway incursions at LAX. Since then, we have made some progress. In fiscal year 2000, there were 10 runway incursions, 9 in 2003, and 8 last year. We see an improving trend, but there is still risk so we need to continue to reduce runway incursions at LAX as well as other airports around the country.

Roughly 80 percent of runway incursions at LAX occur on the south side of the airport. It is important to note the current airfield layout was designed to accommodate jetliners that were in service over 40-years ago. The City completed Master Plan for LAX identifies changes in the airfield layout to resolve this problem.

On May 20, 2005, FAA issued its Record of Decision for the City's Master Plan. In August FAA issued a grant to the City for approximately \$38.8 million for the relocation of the southern most runway and the addition of a new parallel taxiway at LAX. This project is expected to significantly reduce runway incursions at LAX. Last month FAA provided an additional \$29.5 million for the runway relocation. The City has an aggressive schedule for the project and should be commended for this vital safety initiative and encouraged to expedite the project to the greatest degree possible.

Overall, we are taking a proactive approach to address operational vulnerabilities through awareness, education, procedures, airport infrastructure, and surface technology initiatives. The FAA has worked with external organizations, airport officials, and safety experts to increase surface safety awareness on a national level. We have developed and promoted runway safety training material in conjunction with organizations such as the Aircraft Owners and Pilots Association (AOPA) Air Safety Foundation and the Airline Pilots Association (ALPA). Efforts have included the creation of an interactive Web-based program to inform pilots about preventing runway incursions. The program, accessible from both the FAA, AOPA, and ALPA web sites, provides an introduction to

runway incursion risk, information about airfield signs and markings, and strategies for enhanced position awareness and improved cockpit management. Throughout the program, various quizzes, tasks, and information visualization tools offer an interactive learning experience.

In addition to the work we are doing with LAX, we have identified what we refer to as the Focus-35 airports. These are airports, LAX included, that reported the most runway incursions from FY 2001 to 2004. During that period, the Focus-35 airports handled 20 percent of all NAS operations yet accounted for 41 percent of all runway incursions (565). Through airport infrastructure and safety management programs, some of these airports have successfully reduced the number of runway incursions in the last year or two. The Focus-35 airports accounted for 39 percent of the Category A and B runway incursions. However, the number of such incursions decreased by 71 percent, from 24 to seven, from FY 2001 to 2004. Continued implementation of risk mitigation strategies at the Focus-35 airports offers the most immediate opportunity to continue to reduce the severity, number, and rate of runway incursions in the NAS.

As presented in the *FAA Flight Plan 2006-2010*, the FAA's performance target is to reduce the number of Category A and B runway incursions to an annual rate of no more than 0.450 per million operations by FY 2010. Analysis of the trend of runway incursions from 2001 through 2004, shows that the rate of reduction flattened, suggesting that the runway safety management strategies that have been implemented early in that

period had achieved their maximum effect. Therefore, in order to achieve our stated targets, the FAA must identify new strategies and re-prioritize their application.

That is why we are currently deploying a newer warning system called Airport Surface Detection Equipment-Model X (ASDE-X) to further enhance safety and improve “error tolerance”—as human error is inevitable. ASDE-X capabilities will be added to some of the sites that already have AMASS, including LAX, as well as being deployed to additional busy airports. Another effort worth mentioning is a change to the airfield paint markings standard for taxiway centerlines at 72 large airports, including LAX. We are requiring the new markings as another proactive way to alert pilots when they are approaching hold short lines so they do not inadvertently enter a runway without authorization. We will continue to pioneer work that offers the greatest opportunity for improving NAS-wide runway safety.

Mr. Chairman, thank you for the opportunity to talk with you about these issues. I am happy to answer your questions at this time.



April 6, 2006

Hon. John Mica, Chairman, U.S. House Aviation Subcommittee

SUBJECT: ADDITION TO THE RECORD OF APRIL 3, 2006 SUBCOMMITTEE HEARING REGARDING SOUTHERN CALIFORNIA AIRPORT CAPACITY

Dear Representative Mica:

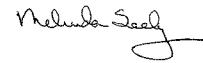
This letter is from a group of concerned Orange County citizens alarmed by the chronic pressure to expand John Wayne Airport (JWA). Those of us who live under the flight path have absorbed our fair share of impacts caused by air traffic demand in the region. We believe that the current limit of 10.8 million airline passengers (MAP) per year is the maximum that can safely be accommodated at this facility.

Members of our group attended the hearing held in Corona on Monday April 3. We recognize the need for long-term planning and applaud the Committee's attention to this issue.

We believe that as the FAA redesigns airspace over Southern California, as outlined during the hearing, the impacts to residents in the vicinity of airports must be recognized as an important factor. We agree that the SCAG strategy of expanding capacity in outlying airports, where the highest population growth rate and future air traffic demand is occurring, will relieve pressure to further expand urban airports in areas that are at or close to build out.

We expect our elected leaders to agree that regional transportation needs, and their attendant economic benefits, can be attained without further expansion of John Wayne Airport.

Sincerely,



Melinda Seely, President

Community Leadership & Association Support:

- Ralboa Coves*
- Bayside Village*
- Eastbluff*
- GSMOL (Golden State Manufactured-Home Owners League) Chapter 1279*
- Lido Isle*
- The Bluffs*
- West Newport Beach*

AirFair Organizing Committee:

- Eugenio Ahurto*
- Nancy Alston*
- Jack Anderson*
- Brent Cooper*
- Evelyn Hart*
- Tammie Mortenson*
- Bonnie O'Neil*
- Jeanne Price*
- Joan Ramstedt*
- Melinda Seely*
- Jean Watt*
- Jennifer Wynn*

**P.O. Box 16304
Irvine, CA
92623-6304
(714)989-2323
www.jwairfair.com**

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*Submitted by
Rep. Calvert*

House Aviation Subcommittee
Corona, CA Field Hearing
Monday, March 20, 2006

Documents submitted for the official record:

- February 15, 2006 Letter from Coto de Caza CZ Master Association
- April 27, 2004 Letter from Trabuco Highlands Community Association
- December 30, 2003 Letter from Orange County Supervisor Tom Wilson
- January 4, 2005 Letter from Rep. Ken Calvert and Rep. David Dreier to FAA Administrator Marion Blakely
- Letter from FAA Administrator Marion Blakely to Rep. Ken Calvert and Rep. David Dreier
- March 20, 2003 Los Angeles Times Article, "FAA Sees No Violations After Gripes About Daredevil Pilots."

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Master Association

Managed by:
 Keystone Pacific Property Management, Inc.
 29843 Santa Margarita Parkway, Ste. 600
 Rancho Santa Margarita, CA 92688
 (949) 833-2600 Fax: (949) 833-0919

February 15, 2006

The Honorable Ken Calvert
 2201 Rayburn House Office Building
 Washington DC 20515-0544

Re: Aerobatics/Stunt Flying Matter in South Orange County

Dear Congressman Calvert:

On behalf of the Coto de Caza CZ Master Association, this letter is sent to again convey ongoing community concerns regarding local aerobatics/stunt flying in south Orange County. Area communities continue to be negatively impacted by this activity, both related to safety concerns and extreme noise impact, regardless of purported FAR compliance that has been the basis of FAA's defense of the activity in question. The overall situation is largely unchanged despite the multi-year remediation efforts of both your office and multiple constituencies who have sought to work cooperatively with both the FAA and local aerobatic community.

Documentation of ongoing issues/continued need for Congressional intervention:
 The case on aerobatic infringement in the local area is fully documented by the number of letters, petitions and complaints sent by multiple communities/HOAs to both your office and other government officials (representing thousands of your constituents) dating back to the 1990's. With the pending build-out of RMV and daily aerobatic practice directly overhead in the area to be developed, the situation will only get worse, not better, and community concerns will be further heightened. Area communities and HOAs are therefore again turning to your office for ongoing intervention and identification of potential solutions.

Efforts/role of Sunrise Aviation: As part of your office's continuing efforts, our Board understands that your office has made various attempts to contact Michael Church, President of Sunrise Aviation, the FAA appointed liaison to area communities. A specific area of ongoing interest to area communities pertains to Mr. Church's purported exploration of practice airspace alternatives further east (re: a portion of Pendleton, among other potential locations, assuming non-impact to residential area from any newly identified location). This research purportedly began over two years ago and most recently, area communities suggested to your office that Staff might be able to facilitate this effort, with assistance from the FAA; hence, your staff's recent attempts to contact Mr. Church. To date, we understand that your office is still awaiting a reply.

No changes: All of Mr. Church's earlier interventions, attempts at interim remediation (re: realignment of the practice area airspace) and related aviation education efforts have been greatly appreciated by area communities. However, more than sufficient time has passed for various research to have been concluded and for any purported interim changes to have taken place. Local aerobatic practice continues daily in the same airspace of the Blockhouse and surrounding area as used for years. This is evidenced by easily observed/heard daily aerobatic practice routines in the same historically used airspace with the same flight patterns and flight direction. These observations of area

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communities are supported by indisputable evidence of actual practice locations via multi-year radar tracking data.

FAA's regulatory interpretations directly link to status quo/lack of changes: As referenced above, the status quo situation is to be expected given the FAA's long-standing position on the purported FAR compliant nature of the activity in question, related to both the airspace used and purported overall compliance with FAR 91.303. The FAA's arbitrary and capricious "determinations" fail to recognize basic concepts of proximity and the related safety risk/noise impact to area communities, whether underlying community concerns are specifically within the purview of LB FSDO (or other FAA divisions) or not. One only has to consider the recent aerobatic crash in residential area in northern CA, along with the 2001 aerobatics crash on local RMV land and countless NTSB reports on aerobatics-related accidents, to validate ongoing community concerns. Repeated assurances of pilot safety, skill and FAR compliance given by both Long Beach FSDO and national FAA officials in correspondence with elected officials is simply a long-standing deflection of the core issue. The need for prohibition of aerobatics in the local area and shut down of the Blockhouse and surrounding practice area(s). Further, no amount of aviation industry PR, in the press or otherwise, will successfully assuage widespread community concerns associated with the daily practice routines in nearby airspace (including residential proximity, and over local parks/high risk fire zones), nor allay complaints on daily noise impact.

Voluntary movement of the practice area or other pilot-initiated solutions are not anticipated absent other solutions or Congressional-facilitated remediation: In light of the current regulatory environment and the FAA's position on the ongoing matter, local communities long remained focused on voluntary pilot relocation as the primary hoped-for solution (assuming relocation well outside the area). This would reflect a basic consideration to those below, in both an existing, and continually growing residential area. Related, area communities also anticipated that the aviation industry's own "Fly Friendly" protocols would be an incentive for pilot cooperation. Despite other potential remediation alternatives, local communities in south Orange County chose to stay the course on pilot cooperation efforts, with almost 10+ years of patience in this regard. Now, in the face of the continuing status quo related to Blockhouse use, area communities must reasonably conclude that any pilot-initiated, voluntary relocation of the practice area is "not in the cards". As noted above, the evidence speaks for itself.

In summary, it appears that the status quo will remain absent other solutions or avenues of remediation determined to be most viable by your office. Viewpoints from either the FAA or Sunrise Aviation on the overall matter directed to your office would be welcome, as would enhanced efforts from the aviation community to facilitate a permanent relocation of the practice area and commensurate closure of the Blockhouse and surrounding practice area(s).

Thank you for your continued assistance and please convey a special thanks to Jason Gagnon of your Staff for his ongoing help, his continuing responsiveness, and for his recent attempted reach-out to Sunrise Aviation. On behalf of the multiple communities

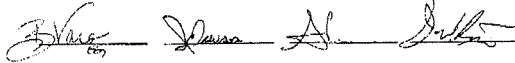
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and thousands of your constituents impacted by this matter. we look forward to your confirmation of planned next steps.

Respectfully submitted,



Bob Varo, President
Committee member Steve Plochocki
Former Committee Member Dave Balsen
Jeff Dawson

Cc: Jason Gagnon, Office of Congressman Ken Calvert
RMV Land Company
Trabuco Highlands HOA
Las Flores HOA
Stonecliff HOA
Ladera Ranch HOA
Mayor, City of Rancho Santa Margarita
Mayor, City of San Juan Capistrano
Mayor, City of Mission Viejo
Linda Silvertooth, Manager LB FSDO
William Withycombe, Regional Administrator FAA Western Region
Michael Church, Sunrise Aviation

03/17/2006 17:28 FAX

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April 27, 2004

Congressman Ken Calvert
c/o Congressional District Office
3400 Central Ave., Suite 200
Riverside, CA 92506

RE: TRABUCO HIGHLANDS COMMUNITY ASSOCIATION
Aerobatics

Dear Mr. Calvert:

On behalf of the Board of Directors for the Trabuco Highlands Community Association, I am contacting you relative to their position on the possibility of aerobatics occurring over the airspace of the Association and the adjacent high fire hazard areas.

Please accept this communication as record that the Board is opposed to any and all such acrobatic exercises in the airspace above Trabuco Highlands and surrounding areas. The Board believes that such action would put our properties at risk, possibly decrease property values and, most importantly, put our homeowner's well being at risk.

Thank you in advance for your attention to this matter. Should you have any questions or comments, please do not hesitate to call me at (949) 582-7770.

Respectfully,

THE TRABUCO HIGHLANDS COMMUNITY ASSOCIATION

By: Dori L. Kagan, CCAM
Community Manager

cc: Trabuco Highlands Board of Directors
Rancho Santa Margarita City Council
California State Assemblyman, John Campbell & Todd Spitzer
Orange County Supervisor, Tom Wilson
Sunrise Aviation
California State Senator, Dick Ackerman
FAA @ Long Beach Flight Standards

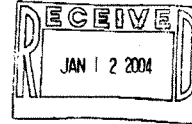
c/o Progressive Community Management • 27405 Puerta Real, #300 • Mission Viejo, CA 92691
Phone: (949) 582-7770 • Fax: (949) 582-7796

03/17/2008 17:28 FAX

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THOMAS W. WILSON
 CHAIRMAN
 ORANGE COUNTY BOARD OF SUPERVISORS
 SUPERVISOR, FIFTH DISTRICT
 10 CIVIC CENTER PLAZA, P.O. BOX 687, SANTA ANA, CALIFORNIA 92702-0687
 PHONE: (714) 834-3550 FAX: (714) 834-2870
 WEBSITE: <http://www.oc.ca.gov/supes/11th> EMAIL: thomas.wilson@ocgov.com



December 30, 2003

Congressman Ken Calvert
 100 Avenida Presidio
 Suite A
 San Clemente, CA 92672

Dear Ken:

I have been contacted by David Batson, a resident of Coto de Caza. He has coordinated an effort to stop personal aircraft pilots from performing aerobatic maneuvers over their community. I have received letters of complaint from David on behalf of these residents. These complaints concern the use of this airspace in a manner the community believes to be unsafe and impermissible. In some cases, it appears to the homeowners that the planes are flying in very close proximity to their homes. They have passed on to me their understandable concerns of safety and have asked for assistance in addressing this matter.

I have relayed these concerns to the FAA and John Wayne Airport who have assured me the aerobatic regulations are strictly enforced. Linda Silvertooth, Manager of the Long Beach Flight Standards District Office, has assured me that they also are committed to ensuring the safety of both those in the air and on the ground but that they have been unable to document any violations of FAA regulations in this area.

As County Supervisor, it is my desire to provide the safest environment possible for my constituents. Since the FAA is a federal agency I have been asked to enlist your assistance in attempting to find some resolution to this matter. I'm sure you will take into consideration Mr. Batson's concerns and proceed in a manner you deem appropriate. If you have questions or would like additional information, please do not hesitate to call me.

Thank you for your attention to this issue and for any assistance you may be able to provide for David and his neighbors.

Sincerely,

Thomas W. Wilson
 Chairman

03/17/2006 17:29 FAX

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Congress of the United States
Washington, DC 20515

January 4, 2005

Ms. Marion Blakely
Administrator
Federal Aviation Administration
800 Independence Avenue SW
Washington, DC 20591

Dear Ms. Blakely:

The Western-Pacific Regional Office of the Federal Aviation Administration (FAA) has been contacted by our respective offices regarding our concerns about aerobatic flights above residential communities within our congressional districts. In both instances, local FAA officials have stated that the FAA cannot prohibit pilots from practicing aerobatics when those pilots are flying in accordance with Federal Aviation Regulations.

While we recognize and value the rights of general aviation pilots, we are very concerned that aircraft operating within our districts are not following minimum safe altitude guidelines and are endangering the safety of residents. In addition, these low-flying aircraft create a noise problem because they operate in close proximity to homes. To address these concerns, local FAA officials have indicated a willingness to explore "educational outreach" efforts with pilots, as well as efforts to encourage residents to report planes that perform aerobatics directly over homes. Although these initiatives are certainly the type of involvement we expect from all federal agencies in addressing community concerns, they have been in place for more than a year and have yet to satisfactorily address the noise or safety issues.

The Federal Aviation Regulations which establish minimum safe altitudes are clearly intended to prevent aerobatic flight above residential communities. Given the clear intent of the regulations, and the inability of local efforts to resolve the noise and safety issues, we respectfully request that the FAA take more salient measures to help curb the encroachment of aerobatic activity over communities in our districts. We believe the FAA, under current regulations, has the authority and responsibility to find solutions to these ongoing problems and should work towards that end so the interests and needs of residents and aviators are met.

There is no denying that the tremendous growth and development in the greater Southern California region has impacted the amount of general aviation airspace available to aerobatic pilots. It is clear this trend will continue, which is why we believe the safety and noise abatement issues should be addressed in the near-term so that additional problems do not arise over the long-term. Accordingly, we believe it is imperative that the FAA reassess this problem and devise solutions. We look forward to working with you to find an appropriate remedy for those concerned.


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Please contact Jason Gagnon in Mr. Calvert's office at (202) 225-1986 or Ryan Rogers in Mr. Dreier's office at (202) 225-2305 if you have additional questions regarding this matter. We look forward to hearing from you.

Sincerely,


KEN CALVERT
Member of Congress


DAVID DREIER
Member of Congress

KC:mb

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U.S. Department
of Transportation
Federal Aviation
Administration

Office of the Administrator

300 Independence Ave., S.W.
Washington, D.C. 20591

The Honorable Ken Calvert
House of Representatives
Washington, DC 20515

Dear Congressman Calvert:

Thank you for your letter of January 4, cosigned by Congressman David Dreier, about aerobatic flights above residential communities within your congressional districts.

Title 14 of the Code of Federal Regulations (14 CFR) provides the Federal Aviation Administration with the fundamental guidance necessary to uphold the highest degree of safety and to protect the interests of airspace users and residents and homeowners equally. In that context, FAA officials in the Western-Pacific regional office correctly advised you that we have no authority to prohibit pilots from practicing aerobatics in airspace above your district when those pilots are complying with the requirements addressed in 14 CFR. However, the FAA will not allow pilots to ignore minimum safe altitude guidelines placing residents and homeowners in danger. The FAA will investigate every report of a regulatory violation with enough evidence to warrant our investigation of the reported incident.

At this point, based on our aviation expertise and in the best judgment of our personnel most familiar with the land area next to Coto de Caza, California, the FAA has determined the terrain over which pilots practice aerobatics is other than a congested area. Also, until now, many investigations conducted by the FAA in your district suggest that reports of low-flying aircraft and pilots operating in violation of the regulations have not been supported.

Personnel in the FAA Flight Standards District Office (FSDO) in Long Beach, California, have responded to at least 25 letters and more than 65 e-mail inquiries from residents in your district. Letters to airmen encouraging pilots to fly friendly have been issued by the Long Beach and Riverside FSDO facilities. The FAA has asked pilots to be aware of a greater degree of sensitivity to aircraft noise in airspace overlying other than congested areas, but next to developed residential areas.

It is my understanding that when Mr. William Withycombe, the FAA Western-Pacific Regional Administrator, and Flight Standards Division representatives recently visited with you at your Riverside, California, district office relevant regulations were

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explained to your satisfaction. I am advised that prior to the conclusion of that visit, FAA representatives outlined their intended plans to conduct regular surveillance of the aviation activities, especially the practice of aerobatics.

We will continue to work with the local pilots, aircraft operators, and the community representatives to address neighborhood concerns resulting from acrobatic aircraft operations in your district.

We have sent a similar letter to Congressman Dreier.

If you or your staff have any questions, please feel free to call me or Mr. David Balloff, Assistant Administrator for Government and Industry Affairs, at [REDACTED]

Sincerely,

Marion C. Blakey
Administrator

FAA Sees No Violations After Grips About Daredevil Pilots

Los Angeles Times -- Orange County Edition

Dave McKibben - Mar 20, 2003

Despite safety complaints by some Coto de Caza residents, the FAA has concluded that daredevil stunt pilots operating nearby are following the law and pose no risk.

Among the residents' complaints was one recent incident in which they said pilots dipped and spun above their rooftops, releasing red smoke.

But Federal Aviation Administration officials said inspectors have investigated the complaints and concluded that the pilots are flying in canyon airspace designated for aerobatic maneuvers and not over the rooftops.

"I understand why the residents are concerned," said Bob Wood, an FAA safety inspector based in Long Beach. "But, in my opinion, it is a noise and nuisance complaint, not a safety complaint."

Several years ago, competitive aerobatic pilots were asked to stay out of the crowded airspace over the ocean and instead fly above Gobernadora Canyon, near the gated community.

"We've certainly made an effort to inform aerobatic pilots that they should not fly over homes," Wood said. "And from what we have seen, they are flying legally."

A homeowners association said a handful of residents have complained about the stunt pilots, who also do dogfighting routines, for more than a year. Last year, the association wrote letters to the FAA and county Supervisor Tom Wilson, asking that the flying area be rezoned to prohibit such flights.

Steve Plochocki, who moved into Coto de Caza's sprawling South Knoll community nearly a year ago, said he doesn't think the FAA is taking the residents' concerns seriously.

"I think they think we're a bunch of whiny rich people," Plochocki said. "But we simply don't want these recreational aircrafts going straight up in the air, cutting their engines and then doing reckless free falls above our houses."

Given the heightened concerns about terrorist acts, some wonder whether the noisy planes -- especially when releasing colored smoke -- unnecessarily frighten residents.

"I'm watching planes fly by my house spewing red and orange smoke," Plochocki said. "It seems like this is some kind of sick joke."

Credit: Times Staff Writer



El Toro Reuse Planning Authority ETRPA

24035 El Toro Road • Laguna Hills, California 92653
Telephone 949.707.2667 • Fax 949.707.2669

Aliso Viejo
Cynthia Adams
Mayor Pro Tem

Debra Point
Wayne Rayfield
Council Member

Irvine
Larry Agran
Council Member

Laguna Beach
Cheryl Kinsman
Council Member

Laguna Hills
L. Allan Songstad, Jr.
Council Member
(Chairman)

Laguna Niguel
Cathryn DeYoung
Mayor

Laguna Woods
Bert Hack
Council Member
(Vice Chairman)

Lake Forest
Richard T. Dixon
Mayor
Peter Herzog
Council Member

Mission Viejo
John Paul Ledesma
Council Member

Rancho Santa Margarita
Gary Thompson
Council Member

County of Orange
Bill Campbell
Supervisor
Third District

Executive Director
Paul D. Eckles

Associate Members
City of San Clemente
City of
San Juan Capistrano
Capistrano Unified
School District
Irvine Unified
School District
Laguna Beach Unified
School District
Saddleback Valley
Unified School District
South Orange County
Community College District

April 3, 2006

Representative John Mica
Chairman, Transportation Subcommittee on Aviation
U.S. House of Representatives
2251 RHOB
Washington D.C. 20515

Dear Representative Mica:

The El Toro Reuse Planning Authority (ETRPA) representatives attended the hearing of the House Subcommittee on Aviation held in Corona California, held on March 20, 2006. The following observations and comments we respectfully submit for the record:

Reestablishment of the Southern California Regional Airport Authority

Mr. Jim Ritchie from Los Angeles World Airports (LAWA) recommended a reconstituted regional airport system, controlled or coordinated by LAWA. We caution the committee regarding this idea for several reasons:

- 1) A regional authority with powers of eminent domain that supersede local land use decisions will face strong community opposition and prevents communities from fully planning and participating in their own future. Such an agency would have no accountability to local citizens and would create enormous uncertainty for city and county planning agencies.
- 2) Any agency controlled or dominated by LAWA would effectively create an unfair and potentially illegal competitive advantage for LAWA-owned airports.
- 3) Air travel is driven by market demand not by legislative action. A "super agency" overseeing regional airports would create a layer of bureaucracy that would make airports less responsive to market demand and put unwieldy restraints on airport operators.

Representative John Mica
 Southern California Regional Airport Authority
 April 3, 2006
 Page 2

Ground Transportation Infrastructure required to implement the Regional Airport System

There was significant discussion regarding the implementation of a regional ground transportation system including HOV lanes; "fly away" programs; and road and rail construction to move passengers from the western airports to the remote airports in Victorville and Palmdale.

While we believe that Southern California is in dire need of ground transportation improvements including some form of the above mentioned projects, we believe the types of improvements should be driven by traffic patterns based primarily on how Southern Californians commute to work, rather than how they access airports.

For example, we question the logic and cost of building a rail system to move passengers by rail from Ontario to Victorville or Palmdale. There was no explanation given by the presenters as to why passengers would choose to bypass closer airports to travel to remote airports.

The airports in the eastern areas, such as Victorville, March and Norton have all stated their intention to handle air cargo operations. Some have had more success than others. We believe a better, and more cost – effective plan would encourage cargo-only operations to leave heavily congested passenger airports in the western part of the region and move to these eastern airports. They have the labor force as well as the road and rail systems in place now to handle much of the existing cargo operations with room to handle more. Every cargo plane that moves from a western airport to the east, frees a slot for a passenger airplane, with no net increase in flights impacting a given airport.

We noted with interest that for the past 5 years, air travel in the region has been relatively flat. This is despite strong economic growth. The security issues following September 11, do not explain this phenomena. The truth is that passenger travel is up at the regional airports and down at LAX. We draw two conclusions from this observation:

- 1) The overall rate of growth in passenger demand is far less than SCAG is predicting, despite strong economic and population growth in the region.
- 2) The market is already creating a "regionalized" airport system without government intervention.

We would like to point out that SCAG has consistently over-projected air travel demand. Their models create a linear growth pattern that is simply not reflective of reality. At the same time, cargo is well in excess of SCAG's projections. We believe this gives greater support to our argument that rearranging how cargo enters and

Representative John Mica
Southern California Regional Airport Authority
April 3, 2006
Page 3

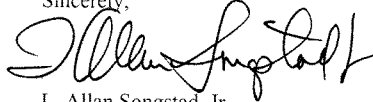
exists the region is more important than building elaborate and expensive ground transportation systems to move passengers, and then convince these passengers to actually use these systems.

In short, we believe the passenger aviation demand for Southern California can be handled with the airport infrastructure we have in place. We encourage the committee to:

- 1) Look at ways to move cargo from congested airports to outlying airports thereby freeing capacity for passengers in the western airports.
- 2) Develop transportation systems that reflect commuter traffic patterns.
- 3) Allow the market place to determine regional aviation system and not create a new government bureaucracy—especially one that gives unfair competitive advantage to one airport operator.

We appreciate your committees' attention to these matters and willingness to visit Southern California to personally assess the airport facilities in the region. We look forward to receiving a copy of the committee's full report when it is completed.

Sincerely,



L. Allan Songstad, Jr.
Chairman
El Toro Reuse Planning Authority

Cc:

Rep. John Campbell
Rep. Ken Calvert
Rep. Gary Miller

for the record

Orange County (CA) Airport Working Group, Inc.
 Comments Submitted to the House Subcommittee on Aviation
 Field Hearing on Meeting Future Aviation Capacity Needs in Southern California
 March 20, 2006, Corona, California

My name is Tom Naughton. I am a resident of Newport Beach, President of the Orange County Airport Working Group, Inc. (AWG), and a member of the Newport Beach Aviation Committee. I previously served as an Orange County Airport Land Use Commissioner.

AWG is a signatory to the 1985 John Wayne Settlement Agreement (Settlement Agreement), along with the County of Orange, the City of Newport Beach and Stop Polluting Our Newport (SPON). In the Summer and Fall of 2002, I participated in the modification of the Settlement Agreement. This culminated in approval by the Federal Aviation Administration (FAA) in December 2002 of the following modifications to the Settlement Agreement:

- Elimination of the Class "AA" noise regulated aircraft.
- Noise regulated passenger commercial departures increased from 73 to 85.
- Noise regulated Air Cargo departures increased from 2 to 4 aircraft per day.
- Increased the service level from 8.4 MAP (Million Annual Passengers) to 10.3 MAP commencing January 1, 2003 until January 1, 2011, and then to 10.8 MAP until December 31, 2015.
- Increased the number of passenger loading bridges at John Wayne Airport (JWA) from 14 to 20.
- Eliminated JWA terminal floor and parking space restrictions.

Parties to the Settlement Agreement assumed that these modifications would be adequate to handle the passenger demand at JWA through 2015, based on its previous 5-year history. However, at the end of 2002, JWA passengers had increased by 7.9% over 2001. In 2003, the first year of the new 10.3 MAP limit, the number of JWA passengers increased by 8.0% over 2002. In 2004, the number of JWA passengers increased by another 8.6% over 2003. Last year (2005) the number of passengers increased by 3.8% for a total of 9,627,032 passengers (9.6 MAP). Consequently, JWA is approaching the FAA approved annual passenger limit, long before 2011. JWA has been adding a demand of approximately 600,000 passengers a year since 2002. (For example, in 2004 JWA added 737,264 passengers.) At that rate, JWA will reach its 10.8 MAP limit by mid-2007, however the fact that JWA will have reached its maximum approved MAP at that time will not prevent further increases in the yearly demand at JWA. JWA will not be able to meet its own growing demand, and cannot and will not be able to accept a greater share of the regional demand. As stated in the John Wayne Settlement Agreement Amendment Environmental Impact Report (EIR 582), JWA is not able to serve all of the Orange County demand. The excess demand must be served by other regional airports. The critical questions are: (1) which airports; and (2) how do Orange County passengers get to these other airports?

The problem of meeting future aviation capacity needs in Southern California could have been solved expeditiously and economically in the late 1990s following the BRAC closure of the Marine Corps Air Station, El Toro, when the runways and airport facilities became available for conversion to a commercial airport that would have served Southern California air passenger and cargo demands well into the future. However, neither the Congress, the Department of Transportation, the FAA (or this Subcommittee) took any action at that time. Congress and local government officials will need to demonstrate more initiative and creativity in solving Southern California's growing aviation capacity needs in the future that they have in the past.



Comments for the Congressional Field Hearing March 20, 2006
 "Meeting Future Aviation Capacity Needs in Southern California"

By
 Orange County Pilots Association
 March 25, 2006

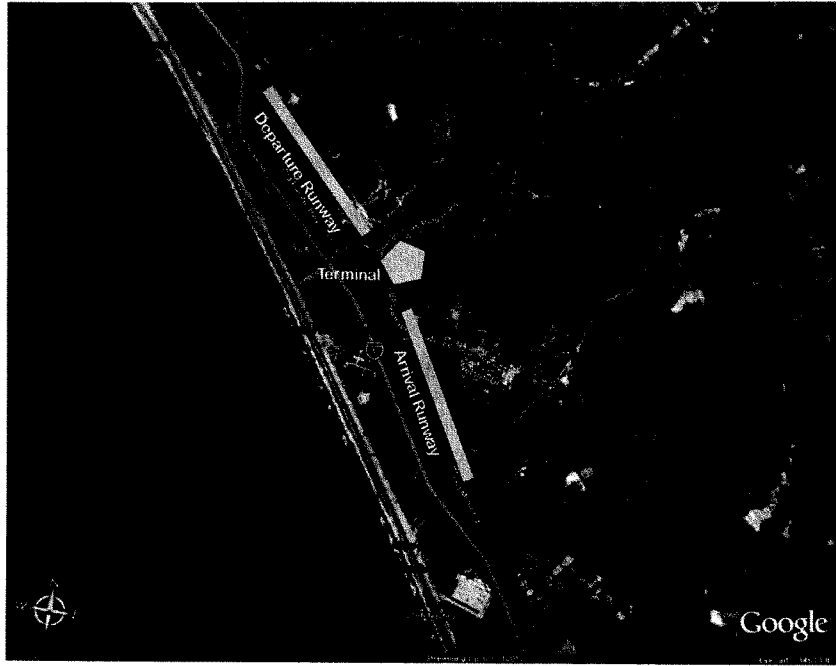
The Orange County Pilots association is the collective voice of our approximately 200 member pilots and aircraft owners. Our members rely on convenient access to air transportation for our business and pleasure travel needs and are concerned about the limited air transportation capacity in Southern California.

It is our view that air travel is now becoming more diverse and moving away from large hub airports. Going forward we believe that regional jets and air taxi operations will supply an increasing amount of transportation in the next decade. Smaller regional airports in proximity to the population they serve will be more desirable than large distant airports that were the models of the past. Many of us have located our businesses and homes close to SNA because we are frequent users of air transportation and enjoy its convenience.

The Orange County Pilots Association encourages members of Congress, Airport Authorities and the FAA to consider general aviation facilities as part of any new airport design. General Aviation provides a vital segment of the national transportation system and the utilization of General Aviation is about ready to increase. There are about a dozen manufacturers of a new breed of Very Light Jets that can operate at a comparable cost per seat mile as airlines. Air Taxi operators have placed orders for thousands of these Very Light Jets and will soon provide business travelers with convenient transportation at reasonable prices. Just as regional jets have become a vital part of air transportation, the Very Light Jets will also play a prominent role in the very near future. This new form of transportation will utilize General Aviation facilities in large and small airports across the country.

There is a geographical gap between John Wayne Airport and Lindberg Field in San Diego where there are no viable commercial airports. The population in South Orange County and North San Diego County has and will undergo substantial population growth. It is our position that for airports to be useful they should be convenient to the population they serve. Halfway between SNA and SAN is Camp Pendleton which is the only open space suitable for an airport in the area. The Orange County Pilots Association supports a sensible airport at Camp Pendleton which would:

1. Not interfere with existing Marine Corps facilities or impede their operations
2. Be environmentally sound with arrivals and departures predominantly over water
3. Fuel efficient with a terminal at the ends of the runways minimizing taxi times
4. Close to existing freeway and rail transportation.
5. Include General Aviation Facilities.



The above image provides a concept of the airport layout we are suggesting. Even though it does not have two 10,000' parallel runways, this kind of airport would provide substantially more capacity than its two neighboring airports SAN and SNA. Current approach procedures do not require long straight in arrivals so the operations would be community friendly operating predominately over water. With end to end runways and a terminal in the middle, this forms a large air corridor where Military operations can transit to and from the coast.

The Department of the Navy was responsible for the improper closure of El Toro and the sale of El Toro at substantially below market value. As taxpayers we request that the closure and sale of El Toro be investigated because of the apparent \$15 billion dollar shortfall to the taxpayers from this process. We feel that the Department of the Navy should provide restitution to the taxpayers by allowing the FAA to operate a commercial and General Aviation airport paralleling the 5 Freeway on Camp Pendleton.

Regards,

Fred Fourcher, President
Orange County Pilots Association

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ROBERT L. RODINE
Principal Consultant

Hand Delivered

March 19, 2006

The Honorable John L. Mica
Rayburn House Office Building 2313
Washington, District of Columbia 20515

Dear Congressman Mica:

It is my understanding that you will be taking testimony on "Meeting Future Aviation Capacity Needs in Southern California," on March 20, 2006, at the Corona City Hall. As the Aviation Committee Co-Chair of a major business advocacy organization, the Valley Industry and Commerce Association, I attempted to get on the list of those persons giving testimony, however, was advised by Aviation Committee Staff that the list of persons giving testimony was closed.

As is the case in much of the Nation, in California we face the dilemma of constantly growing demand for aviation resources, and, as a result of incessant pressure from anti-noise groups, we have suffered constant diminution of the existing resources. The decade long evolution of the Los Angeles International Airport Master Plan and the loss of Marine Corps Air Station El Toro to use as a park, are two of the most conspicuous examples that have vexed people concerned with our loss of aviation infrastructure.

But what you haven't seen is the insidious impact of countless measures of nibbling legislation that elected officials in the region have sought and adopted, all at the expense of interstate commerce and that very fragile three legged stool that we call the National Airway System. Van Nuys Airport, the busiest General Aviation airport in the nation with nearly 500,000 operations annually, and perhaps as many as 40,000 of those largely engaged in interstate commerce, is a classic case in point. Since 1990 the Airport has been the focus of the following access constraint and control measures:

Three Interim Control Ordinances directed specifically at preventing the development, on existing Airport land, necessary to serve the demand for turbine aircraft support.

A master plan process that continued for thirteen years because those few people committed to restricting aviation activity at the airport were never satisfied with the degree of constraint that they had achieved, and the plan was subjected to a delaying action, more artful than that executed by any military commander.

A series of two curfews, with a third element pending study, directed at specific aircraft, most of which are engaged in interstate commerce, that, as a result of the curfew, have limited evening to morning departures for many business aircraft.

An adopted master plan for the airport that overstated, far beyond reality, piston and propeller aircraft demand as a vehicle for reducing the land that might be available to service turbine aircraft demand, whose growth is acknowledged as a reality but was openly ignored in allocating land.

The suspension in awarding land for development for turbine aircraft support facilities by the Airport operator because of pressure from elected officials.

The award of a lease on a major land element, ideally suited for the support of turbine aircraft, to the City's helicopter maintenance facility as a measure to further reduce that land available for the support of fixed wing, and, in particular, turbine aircraft.

Congressman, it is clear that local elected officials are doing far more to insure that the region's three legged stool of air commerce infrastructure, airports, air space and aircraft, is reduced to a two legged stool, than they are committed to making any reasonable or sensible effort to "Meet the "Future Aviation Capacity Needs" of the region. It is respectfully requested that Congress empower the Department of Commerce to, at the very least, protect the existing airports element of the National Airways System, and prevent, perhaps even reverse, the sorts of local actions that are so debilitating to the system.

Thank you for your consideration.

Very respectfully,



cc: The Honorable Ken Calvert
The Honorable John Campbell
The Honorable Juanita Millender-McDonald
The Honorable Gary Miller
The Honorable Brad Sherman
The Honorable Antonio Villaraigosa
The Honorable Alex Padilla
Commissioner Alan Rothenberg, Los Angeles World Airports
Ms. Lydia H. Kennard, Los Angeles World Airports
Mr. Daniel W. Burkhart, N.B.A.A.
Mr. Robert L. Scott, Valley Industry and Commerce Association
Ms. Fran Inman, Greater Los Angeles Chamber of Commerce

for the record

Testimony submitted to the U. S. House of Representatives Committee on Transportation and Infrastructure, Subcommittee on Aviation

Hearing on: *Southern California Pending Airport Capacity Crisis*

Chairman: Honorable John L. Mica

Date/Location: March 20, 2006 -- Corona, CA

Submitted by: Thella F. Bowens, President/CEO
San Diego County Regional Airport Authority

Chairman Mica:

Thank you for allowing San Diego County Regional Airport Authority the opportunity to contribute to these important discussions on future airport capacity shortfalls in Southern California and for your leadership with the federal government in addressing this region's critical aviation infrastructure deficiency.

In addressing the air transportation deficiencies in Southern California, your office has long recognized the need to adopt a "systems approach" that combines and connects the capabilities of major commercial aviation facilities. A regional approach to aviation planning is, in our judgment, the only viable method of resolving the looming capacity crises that threatens Southern California's economic future. The approach called "Airport Decentralization" is one adopted by the Southern California Area Governments and centers on better utilization of regional airports to meet the aviation demands of the region. The plan shifts passenger demand to inland airports and their growth in capability is supported by reliable, high-speed ground access.

San Diego County, as well as Los Angeles, is facing forecasted capacity deficiencies with its only commercial service airport and the two regions face the same fierce community and environmental opposition to siting new aviation facilities. In dealing with the impending failure of the region's aviation infrastructure to support air transportation demand, San Diego County's situation must be included in any successful decision making process.

San Diego County is home to over 2.9 million people and, according to the 2000 US census, is the 17th most populated area in the country and the third largest in California. Since 1980, the region's population has grown by over a million people, with real personal income since 1990 growing by 2.7 percent, more than twice as fast as the population. The forecast from San Diego's regional planning agency projects that by 2030 there will be an additional million people residing in San Diego County, with real personal income growing significantly faster than the population. The Gross Regional Product of San Diego County, today, is estimated

Testimony Submitted to the U. S. House of Representatives Committee on Transportation and Infrastructure, Subcommittee on Aviation
Page 2

at over \$129 billion, with a forecasted growth rate of 2.2 percent for the next 25 years. These figures speak to the regional vitality and economic strength of San Diego County and the absolute necessity of including Los Angeles area's southern neighbor in any meaningful planning for California's and the nation's future infrastructure needs.

Fully capable air transportation systems are critical to sustaining a robust economy and improving the standard of living for our residents. To sustain the region's vitality, Southern California needs to make optimal use of new and existing airport capacity in the region. Regional demand is expected to grow to an estimated 160 million passengers and more than 8.5 million tons of cargo by the year 2020. Southern California aviation facilities are also a critical link in the nation-wide aviation network and must contribute to relieving nation-wide aviation congestion. The failure of San Diego region to provide for the aviation demand of its region will result in increasing congestion at Los Angeles area facilities, as unmet passenger and air cargo demand is transferred north. As shown on the attached figure, the north San Diego region generates over a 2.2 million passengers annually who use airports in the Los Angeles area, as a matter of preference over using SDIA. Failure on the part of San Diego to meet future demand will make the current "preference" a matter of necessity.

As the agency, designated in State legislation, responsible for aviation planning for the San Diego region, San Diego County Regional Airport Authority is facing the crisis squarely. We join local jurisdictions and regional planning agencies that have expressed support for developing regional air transportation plans that are long-range, comprehensive and implementable. In San Diego, we are committed to working with state, local and regional bodies to develop and implement a plan to meet air transportation demand in our region based on the following approach:

- Airport planning decisions should be made through a process that builds consensus across the region. The result of that process should be a plan that fairly allocates the benefits and burdens of air transportation across the region.
- A regional plan should encourage, give priority to and plan for increases in flight operations at airports with available capacity and create capacity where shortfalls exist.
- Conversely, planning decisions should recognize that communities have serious concerns about the impact airports and air traffic can have on quality of life, especially at newly proposed airports and those that are approaching the capacity of their facilities.

Testimony Submitted to the U. S. House of Representatives Committee on Transportation and Infrastructure, Subcommittee on Aviation
Page 3

- **Planning should include the need for cost-effective investment in ground transportation infrastructure that facilitates effective use of the region's airport resources.**
- **The hard work of shaping a plan and garnering consensus around it must begin now and be completed as expeditiously as possible.**

The San Diego region has only one commercial service facility at San Diego International Airport, Lindbergh Field. The following facts speak to its planned operational activity levels and future capacity limitations.

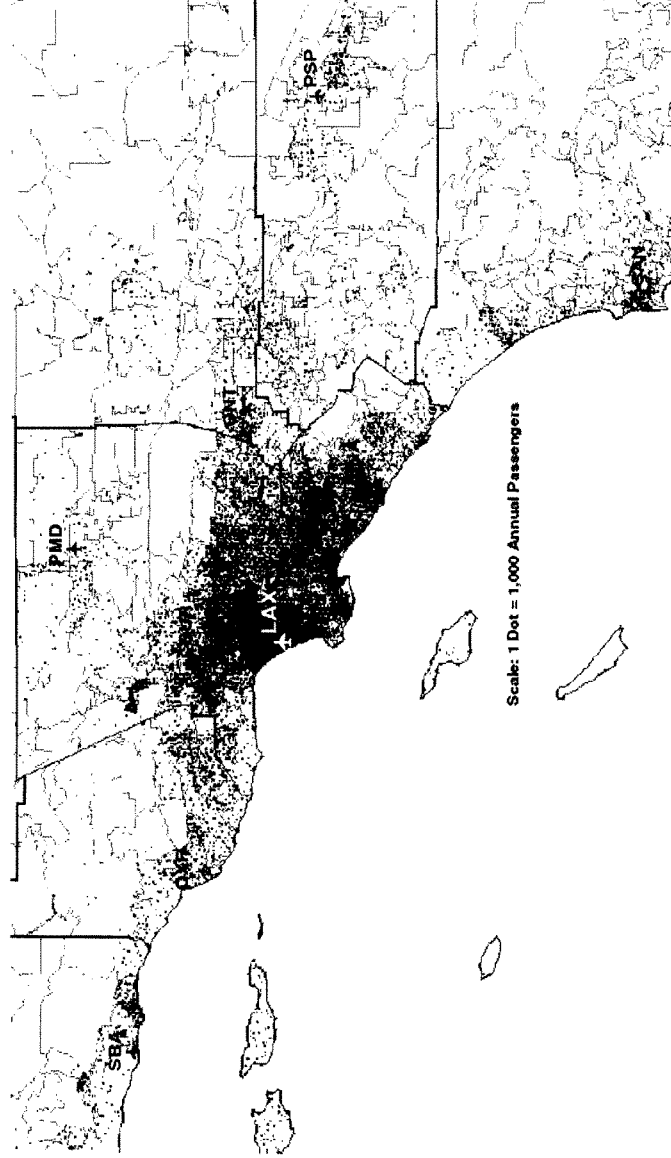
- **Passenger traffic at SDIA is forecast to grow from 15.3 million passengers in 2003 to between 27 and 33 million in 2030**
- **While SDIA can accommodate current demand, the single runway has insufficient capacity to handle the forecast growth in aircraft operations**
- **Runway capacity limitations will begin to constrain growth between 2015 and 2022**
- **Between 2021 and 2030—runway congestion will eliminate further growth**
- **No feasible development alternative that provides significant additional capacity at SDIA has been identified**
- **If additional capacity is not provided San Diego will experience a cumulative loss of at least 5 million passengers (low growth forecast) and as many as 31 million passengers (high growth forecast) over the forecast period**

The present situation with San Diego's future air transportation dilemma can be summarized with:

- **San Diego County Regional Airport Authority is facing a challenging situation. Although passenger and air cargo demand could double by 2025, there is no regional consensus, currently, on where to place a new airport.**
- **The failure of airport development in San Diego threatens to have serious consequences.**
- **Failure to provide aviation facilities in San Diego to meet future demand will exacerbate already congested airport facilities in the Los Angeles area**

Thank you Mr. Chairman for the opportunity to comment. The Airport Authority looks forward very much to participating in the *Airport Development* discussions you have scheduled in San Diego, California this week.

Exhibit 2-4 Geographic Distribution of LAX O&D Passengers



Note: Geographic distribution is based on the distribution of passengers by ground origin from the LAX Survey and scaled to represent annual LAX O&D passengers for YE 2Q 2001.

Source: 2001 Survey of LAX Passengers, LAWA

**CALIFORNIA AVIATION SYSTEM PLAN
POLICY ELEMENT**

ARNOLD SCHWARZENEGGER, Governor
State of California

SUNNE WRIGHT MCPEAK, Secretary
Business, Transportation and Housing Agency

WILL KEMPTON, Director
California Department of Transportation

JOAN SOLLENBERGER, Acting Deputy Director
Planning and Modal Programs

Report Issued by:

MARY C. FREDERICK, Acting Division Chief
Division of Aeronautics

TERRY L. BARRIE, Chief
Office of Aviation Planning

**CALIFORNIA DEPARTMENT OF TRANSPORTATION
FEBRUARY 2006**



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EXECUTIVE SUMMARY

The Policy Element guides the development of other California Aviation System Plan (CASP) elements that help direct improvement of the California Aviation Transportation System. This document serves as a resource guide for the activities performed by the California Department of Transportation (Department), Division of Aeronautics (Division). The newly streamlined categories in the Policy Element reflect the Federal Aviation Administration's (FAA) *Next Generation Air Transportation System: Integrated Plan*, and Government Code Section 65041.1. This Government Code Section lays out the planning priorities of infill development and equity, protecting environmental and agricultural resources, and encouraging efficient development patterns. This Policy Element is based on and supports the Department's mission and vision and strategic goals, and is consistent with the California Transportation Plan (2005 Final Draft).

The following CASP policies respond to the Department's strategic goals:

- The Safety and Security Policy goal is to attain the safest aviation facilities possible and supports the Department's Safety and Stewardship goals.
- The Aviation System Planning Policy ensures a statewide system of airports that will accommodate different aviation needs. This policy supports the Department's Mobility, Flexibility, Delivery, and Stewardship goals.
- The Accessibility Policy focuses on groundside and airside connections to the aviation system. This policy supports the Department's Mobility, Delivery, and Flexibility goals.
- The Economic Policy is to stimulate economic growth by improving airport infrastructure. This policy supports the Department's Stewardship and Delivery goals.
- The Community Values Policy goal is to help balance demands by integrating community values into airport land use decisions. This policy supports the Department's Stewardship, Delivery, and Safety goals.

These policy statements were developed with the guiding principles of continuously improving system safety at the airport level for users and workers, improving general aviation throughput, maintaining or expanding airport capabilities and system capability, improving delivery of products and services, promoting compatible land uses around airports, and preserving previous system investments. Encroachment due to incompatible land use is the greatest threat to increasing capability and capacity and preserving the aviation system for future generations. The aviation system of California is a vital economic resource and must be preserved, maintained, and developed for future generations.

INTRODUCTION

The California Aviation System Plan (CASP) Policy Element provides direction and guidance to the Division of Aeronautics (Division) for the purpose of implementing the California Department of Transportation's (Department) mission and vision and strategic goals for aviation transportation.

Mission and Vision

Caltrans improves mobility across California.

Strategic Goals

Safety-Provide the safest transportation system in the nation for users and workers.

Mobility-Optimize transportation system throughput and provide dependable travel times.

Delivery-Improve delivery of projects and services.

Flexibility- Provide mobility choices through strategic partnerships.

Stewardship-Preserve and enhance California's resources and investments.

In order to make the connection clear between the Department's strategic goals and the Policy Element objectives, noted in italics at the left-hand margin of each page of the Executive Summary is the Department's strategic goal with which each Policy Element objective or strategy is most closely aligned.

The last Policy Element was published in December 2001. One objective of this current update is to streamline the Policy Element; therefore, many policies have been combined. Another objective is to reflect changes that have occurred since the last Policy Element. For example, a significant change since the last update is the passage of Government Code Section 65041.1, which links land use and transportation through the following goals: promoting infill development; protecting environmental and agricultural resources; and encouraging efficient development patterns. This land use-transportation connection, as reflected in regional and local plans and this document's "smart land use" strategy, produces more integrated planning decisions resulting in less congestion, reduced air pollution, and more efficient and effective accessibility to transportation services. Many regional and local plans support Government Code Section 65041.1.

It is possible that airports will benefit from Government Code Section 65041.1, since infill development in urban areas could help reduce incompatible development near airports and provide the density needed to support public transit to airports and other destinations. In some cases, however, infill development could adversely affect the airport if the development results in an increase in densities of incompatible land uses near the airport. In rural areas, airports could potentially benefit from Government Code Section 65041.1 since it protects agricultural resources and open space often located near airports.

Public transit to airports has a number of benefits. It promotes equity by improving access to airports for jobs and travel for the transit-dependent population. Transit also helps to reduce congestion on roadways to airports, which reduces emissions. In addition, reduced congestion helps air cargo and other freight trucks make just-in-time deliveries.

Another intended result of the Policy Element update is to make it more consistent with documents produced by our partners such as the Federal Aviation Administration (FAA). The California Aviation System is a significant part of the FAA's National Plan of Integrated Airport Systems (NPIAS). Consequently, this revision of the Policy Element is closely aligned with FAA's *Next Generation Air Transportation System: Integrated Plan*. FAA's new plan sets the course for transforming the national aviation system in order to meet the expected tripling of demand for air service over the next ten to twenty years. In addition, FAA's plan provides a framework for a system that takes advantage of the latest technologies, incorporates recent security improvements, and leverages the capabilities of all levels of government and the private sector. Another FAA document, the 2005 Advisory Circular *The Airport System Planning Process*, also helped guide the development of the Policy Element.

Although the Policy Element is consistent with the FAA's *Next Generation Air Transportation System: Integrated Plan*, the Division's role in the air transportation system is fairly limited. Consequently, the following five (5) general policy categories and goals of the Policy Element focus on solutions that have the most beneficial outcomes on the state's air transportation system:

- **Safety and Security:** Leverage the State's role to the fullest extent possible to ensure the safety and security of the aviation system.
- **Planning:** Meet the State's immediate and future air transportation needs.
- **Accessibility:** Improve aviation transportation connectivity and capability.
- **Economy:** Support the economy through aviation transportation.
- **Community Values:** Integrate community values into airport development and nearby land use decisions.

GUIDING PRINCIPLES

In order to improve the safety and effectiveness of the State's aviation transportation system, the goals and policies outlined in the Policy Element support the Department's strategic goals by emphasizing the following:

- Continuously improving system safety at the airport level for users and workers.
- Improving General Aviation throughput.
- Maintaining or expanding airport capabilities and system capacity.
- Improving delivery of Division products and services.
- Promoting compatible land uses around airports.
- Preserving previous aviation system investments.

It is important to note that improving aviation safety and increasing capacity have always played a central role in Division activities. Safety and capacity, however, involve much more than inspecting airports and adding new runways. In order to strengthen support for the Department's Strategic Goals of Safety, Mobility, and Flexibility, the Division has broadened its safety role to encompass more involvement in airport land use compatibility activities and in directly assisting airports in order to quickly resolve safety discrepancies. In keeping with this priority, the Division has strengthened efforts to promote land use compatibility surrounding airports, encouraging safety and cooperation by publishing the *California Airport Land Use Planning Handbook* in 1993 and again in 2002. Encroachment due to incompatible land use is now seen as the greatest threat to increasing capability and capacity and preserving the aviation system for future generations.

The increased emphasis on responsible land use decision-making along with the increasing recognition that airports provide significant economic benefits to a community may help to lessen the rate of incompatible land use encroachment. Further, the Department's Strategic Goal of Stewardship may highlight the fact that significant resources have been invested in the aviation system and this investment must be preserved for future generations.

SAFETY AND SECURITY

BACKGROUND:

Aviation safety is not only in the public interest; it is an economic necessity. Aircraft occupants must trust the system with their lives and goods, and the trust must be justified.

The California Department of Transportation (Department) has several aviation regulatory and safety functions. State laws and regulations require a permit from the Department to be issued before operating certain classes of airports or heliports. In addition, the Division of Aeronautics (Division) regularly conducts permit compliance safety inspections at public-use and special-use airports and heliports to ensure operating areas, traffic patterns, and approach zones meet state safety standards. The Department may suspend or revoke a permit if it determines that conditions create an unsafe situation for aircraft occupants and/or the public near the facility.

Division staff also evaluates and makes recommendations on proposed development projects near airports using mapping tools and other resources. State laws require that the Division make safety and compatible land use recommendations regarding proposed schools and state building facilities within two miles of any airport runway. In the case of school sites, if the Division recommends against a site, no state funds can be used to purchase the land or build the facility at that site.

A key ingredient in aviation safety is compatible land use planning around airports. California Public Utilities Code Section 21670 requires the creation of a county level Airport Land Use Commission (ALUC) whose purpose is to provide for the orderly development of public-use airports and to ensure compatible land uses in the vicinity of airports. To ensure this compatibility, an ALUC must develop an Airport Land Use Compatibility Plan (ALUCP) (formerly Comprehensive Land Use Plan, or CLUP) for each airport. An ALUC must take into account the specific circumstances of the airports and communities for which it is making policy recommendations.

Through compatibility plans, local regulations can be developed and implemented to promote land uses that will not conflict with airport activities. All city and county general and specific plans, zoning ordinances, and building regulations are required to be consistent with the adopted compatibility plans. When the compatibility plan is adopted into the general plan, ALUCs are required to review any amendments and changes to a general plan to ensure continued consistency. If a city council or county board of supervisors does not agree with specific provisions of the compatibility plan, it may overrule the provision. Some counties elect to have an alternative process instead of an ALUC. However, even if a county has no ALUC, local governments have basic duties to promote compatibility among all land uses, including airports.

Traditionally, the State has had a very limited role in aviation security, however because of the events on September 11, 2001, the State's role has changed. There are several possibilities: the State may work with the Transportation Security Administration (TSA) in developing security guidelines or administering security audits at general aviation airports. Also, the State may work with general aviation airports and other aviation partners to ensure that the intended security enhancements are realistic and do not unreasonably burden the aviation system.

ISSUES:

- Maintaining safety with a fluctuating staff.
- Reducing and preventing incompatible land uses around airports by local governments.
- Airport security at smaller general aviation airports.

SAFETY AND SECURITY POLICY/GOAL

Attain the safest aviation transportation facilities possible

OBJECTIVE:

Continue improving aviation's excellent safety record.

STRATEGY:

Ensure permitted airports and heliports are safe and secure for aircraft to use.

IMPLEMENTING ACTION:

- Conduct periodic permit-compliance safety inspections of public-use and special-use airports and heliports.
- Conduct safety evaluations and provide authorizations for helicopter landings within 1,000 feet of any K-12 school.
- Assist in formulating and distributing information regarding security guidelines for general aviation airports.
- Review, comment on, and inspect state-funded airport improvement projects.

OBJECTIVE:

Improve public safety through compatible development surrounding airports.

STRATEGY:

Promote compatible land use planning around airports.

IMPLEMENTING ACTION:

- Support Airport Land Use Commissions and their activities.
- Update and provide training on the 2002 *California Airport Land Use Planning Handbook*.

- Review proposals for construction of tall structures near airports and heliports to ensure object-free navigable air space consistent with Federal Aviation Regulation (FAR) Part 77 and Public Utilities Code Section 21659.
- Conduct safety evaluations of proposed public schools, community colleges, and state facilities sites within two miles of an airport runway.
- Work with the Department of Housing and Community Development, the Governor's Office of Planning and Research and other agencies to integrate airport land use compatibility planning into document review guidelines and checklists.
- Employ mapping tools and use other resources to assist in evaluating and making safety recommendations on proposed development near airports.
- Review environmental documents for safety issues through the California Environmental Quality Act (CEQA) process.

PERFORMANCE TARGETS:

- Inspect public-use airports every 12 months and hospital heliports every 18 months.
- Issue new/updated permits within one month of receiving an acceptable application.
- Obtain acceptable responses to airport inspection discrepancies within 90 days of the inspection.
- Evaluate and issue helicopter-landing authorizations within 14 days of a proposed landing near schools.
- Review for comment all FAA airspace case studies for FAR Part 77 obstructions located within one mile of an airport.
- Use mapping and other tools to evaluate and make safety and noise impact recommendations on all proposed public schools, community colleges, and state facilities within two miles of an airport runway.
- Review and comment on all plans and specifications received and oversee all California Aid to Airports Program (CAAP) and Acquisition and Development (A&D) projects for compliance with design specifications and safety standards.
- Review the Airport Land Use Planning Handbook for update every five years, and provide training to Airport Land Use Commissions and local planning authorities whenever requested.
- Comment on general plans and environmental documents in accordance with Local Development Review/CEQA with respect to aviation-related safety and land use compatibility impacts.

PLANNING

BACKGROUND:

Aviation system planning determines if the current or planned system of airports is adequate to accommodate projected demand. The outcome of system planning is a recommendation regarding the type, extent, location, timing, and cost of the airport development needed to develop a network of airports. In addition, the objective of system planning at the state level is to provide each region of the state with a complementary system of airports to accommodate various aviation needs.

Ideally, aviation system planning should be incorporated into a larger approach to transportation planning that assumes that no one mode is the only way to fulfill transportation needs. The goal of this multimodal approach is to provide better ways to coordinate and integrate all transportation modes in order to get the best use out of the State's transportation investment.

The first step in coordinating and integrating modes is coordinating and integrating local and regional plans. One step toward the integration of modes is through the development of a comprehensive Aviation Element within the Regional Transportation Plans (RTPs). Some Metropolitan Planning Organizations (MPOs) develop a separate plan known as the Regional Aviation System Plan (RASP).

RTPs are prepared by California's Regional Transportation Planning Agencies (RTPAs) and MPOs and updated every three years in urban regions and every four years in nonurban regions. The RTP outlines regional goals and transportation improvements to be implemented in a region over the next 20 years. The RTP is the mechanism that facilitates coordination of all transportation-related plans within a region. Regional planning law requires RTPAs to consider and incorporate, as appropriate, the transportation plans of cities, counties, districts, private organizations, and state and federal agencies. In addition, general plan laws require that circulation, land use, and housing elements of city and county general plans be consistent with each other. The law also requires the general plan to be coordinated with other public agency plans. Since RTPs are produced by public agencies, general plans must be coordinated with the RTP. Decisions that are based on well-coordinated plans will result in more comprehensive planning and may help to prevent future conflicts.

Draft plans are typically circulated for review and comment. Although it is not realistic to expect all plans to be consistent with each other at all times, the review process often helps to raise a "red flag" that plans are not consistent with one another. For example, if the Airport Master Plan projects an airport to experience major growth of operations or passengers in that region, but this is not consistent with the RTP or general plan, the conflicts can be addressed through the review and comment process.

Another scenario could be that an airport outside the city limit expects to grow, but the city general plan shows housing right up to the airport edge. This may prevent future airport growth. Land use planning should be consistent in all plans.

Planning for airports at all levels of government relies on research. Research includes data, studies, and technological improvements such as improved runway pavement or improved navigational equipment. Technological improvements enhance capacity at individual airports and the system of airports. Current state and federal research policies emphasize the importance of relationships, coordination, and partnering with other governmental agencies, educational institutions, communities, the private sector, and all modal agencies.

One problem within the field of aviation research includes a lack of reliable data, such as the number of operations at nontowered airports. Another area lacking in certain types of data is air cargo. Better knowledge of the type, weight, and value of cargo would make it easier for decision makers to provide adequate facilities.

Increased awareness of the economic importance of aviation and air cargo and the need to be prepared for the projected increase of demand on cargo facilities has lead to increased federal sponsorship of research. Use of the resulting research information, reports, and documents will contribute toward a safer, more efficient, and effective multimodal transportation system. Using universities and the private sector as resources, real or potential problems and solutions can be identified, which can assist in the decision-making process.

ISSUES:

- Inconsistency of plans.
- Lack of accurate aviation data.
- Lack of access to aviation data due to airline and cargo company proprietary issues.
- Geographic Information System technology and effects.

PLANNING POLICY/GOAL

Meet the state's immediate and future air transportation needs

OBJECTIVE:

Meet future aviation needs by developing a complementary system of all types of airports using a proactive planning approach.

STRATEGY:

Employ a comprehensive planning approach to identify needed changes to make system improvements and meet current and future demands.

IMPLEMENTING ACTION:

- Work with RTPAs and other partners to prepare the CASP, which influences and/or coordinates decisions that are supportive of the Department's aviation goals.
- Conduct aviation-related studies to support the CASP.
- Comment on Airport Master Plans and Airport Layout Plans (ALPs) for safety and potential capacity enhancing projects.
- Collect and maintain airport operational data and other information to support the CASP.
- Maintain and periodically update a pavement management tool for airports, which relates runway conditions to maintenance actions.
- Work with the FAA, airport management, and aircraft operators to increase the instrument approach capabilities and Global Positioning System (GPS) instrument approaches at general aviation airports.

OBJECTIVE:

Ensure support for aviation through collaboration.

STRATEGY:

Encourage coordination and cooperation with local, regional, state, and federal agencies to promote aviation interests and Department goals.

IMPLEMENTING ACTION:

- Participate in or conduct meetings with local governments, the FAA and other decision makers regarding safety, encroachment, and capacity enhancements.
- Review and comment on city and county general plan actions and environmental documents to promote safety around airports.
- Evaluate possible aviation uses and identify ground access concerns regarding military base reuse.
- Encourage state, regional transportation planning agencies, and other local agencies to take an active role in planning, funding, developing, operating, and maintaining access to airports for goods movement and passenger travel.

OBJECTIVE:

Promote research for the improvement of the aviation system.

STRATEGY:

Seek improvement to the aviation system through focused research.

IMPLEMENTING ACTION:

- Participate in transportation planning and policy research workshops and meetings.
- Identify gaps, develop proposals, and administer contracts and studies related to promoting aviation or solving aviation problems.

OBJECTIVE:

Improve the aviation system by proposing or endorsing legislative initiatives.

STRATEGY:

Evaluate and comment on proposed aviation-related laws and regulations.

IMPLEMENTING ACTION:

- Support legislative initiatives, which contribute to the efficient and effective operation of the aviation system.
- Analyze and comment on proposed federal and state legislation, which affects the State's role in aviation.
- Encourage increased flexibility in use of jet fuel tax, airport revenues, and passenger facility charges for projects to improve ground access.

OBJECTIVE:

Build support for aviation as a vital transportation mode and career field.

STRATEGY:

Use innovative outreach techniques to educate the public.

IMPLEMENTING ACTION:

- Provide public outreach for school educational programs including the annual FAA aviation art contest.
- Maintain a list of California aviation museums.
- Create and distribute guidelines and fact sheets on various aviation issues to Department districts, regional planning agencies, and airport management.
- Identify and publish the economic benefits of airports.

PERFORMANCE TARGETS:

- Update the CASP Policy, System Requirements, and Inventory/Forecast Elements and the Capital Improvement Plan (CIP) every two years.
- Incorporate aviation-related questions into plan-review checklists for RTPs, Overall Work Plans (OWPs) and general plans.
- Periodically place acoustical aircraft counters at nontowered airports to obtain aircraft traffic sampling.
- Participate in aviation-related stakeholder meetings to discuss aviation issues.
- Comment on legislative proposals pertaining to the State's role in aviation.
- Communicate with aviation contacts in the Department's districts at least twice a year.
- Comment on all updates of Airport Master Plans and Airport Layout Plans.
- Produce art contest brochures and distribute widely.
- Provide educational materials to schools upon request.
- Review and comment on planning and environmental documents on all military bases that have been identified for conversion to public use.
- Develop useful performance measures pertaining to aviation.
- Work with other divisions within the Department to periodically compile a report on proposed aviation-related legislation.
- Work with the FAA and airport management to improve instrument approach capability as a capacity and access enhancer.
- Develop annual research problem statements, manage approved aviation-related research projects, and monitor other institutional research centers.
- Periodically update Airport Pavement Management System report for all California general aviation public-use airports.

ACCESSIBILITY

BACKGROUND:

Aviation "accessibility" in this document refers to either ground access to airports or access of communities to the intra- and interstate aviation transportation system.

Ground access problems into and out of many airports exist, affecting passenger service and the air cargo industry. In heavily used urban transportation corridors, ground access to airports can be a critical issue. Ground access is deteriorating, since many major airport access routes also serve as primary commuter routes and are increasingly overburdened by local and through traffic. In some areas, this is compounded by port-related truck traffic. Passengers encounter long delays in accessing the airport, at times resulting in missed flights. These problems are often compounded by limited transit connections to the airport.

The difficulty of picking up or delivering cargo on time has caused some air cargo operators to solve their ground access problems by locating to another airport out of state or away from the major metropolitan areas. In some instances, this only shifts ground access problems elsewhere and increases regional highway congestion.

Planning for ground access improvements requires a comprehensive approach. Adequate data needs to be collected and formatted to provide transportation decision makers with information useful to plan for ground access to airports. Projects that appear to only affect one mode must be carefully analyzed for hidden impacts and/or possible modifications that would improve ground access to airports at the same time. Rather than analyzing how modes can compete with one another, a more constructive approach would be to determine how the modes could complement one another, thereby helping to solve ground access problems.

Several factors indicate that ground access to airports could improve in the future. The important role that airports and air cargo play in the economy is being recognized at the state, federal, regional, and local level. Although air cargo volume is only a quarter of the overall cargo industry, it consists of approximately three quarters of the value, according to the 2003 study *Aviation in California: Benefits to Our Economy and Way of Life*. In addition, the Department's Global Gateways Development Program recognized the importance of goods movement to California's economy, particularly international trade. The report, which identified top priority global gateways including six ports, five international airports and two border crossings, emphasizes the need to improve the transportation infrastructure leading to the gateways. The Department's Interregional Transportation Strategic Plan (ITSP) also emphasizes ports and gateways and supports increased funding for the interregional movement of people and goods.

Improving airport ground connections is not the only access issue facing the aviation system. Communities that do not recognize the importance of the airport to the community including generating jobs, bringing supplies to businesses, providing airlift in emergencies, and attracting people to the community for recreational opportunities, etc., may face the threat of losing the airport. Not only would the community lose connection to the state, national, and international aviation system, but since many companies will not locate in a community without an airport, the community may lose out on the opportunity to attract new business.

The Division views small and medium-sized airports as important to the system of airports as the large metropolitan airports. As noted above, smaller, general aviation airports provide a variety of services and uses. The Division continues to work with communities that are eager to attract passenger air service. Communities with medium-sized airports may benefit from a new trend: low-cost airlines maintaining their competitive edge by serving less expensive, easier to access smaller hub and nonhub airports.

The FAA is researching access problems as well. In their *Next Generation Air Transportation System: Integrated Plan*, strategy number one is to develop airport infrastructure to meet future demand. To support this strategy, research questions include airport access alternatives and associated transportation, security, and information requirements.

ISSUES:

- Capacity constraints, like ground access, threatening air cargo growth and consequently the economy.
- Dilemma of airport parking revenues versus encouraging convenient nonrevenue producing public transportation.
- Meeting airport ground access issues comprehensively and with flexibility, considering all modes of transportation and innovative ways to finance.
- Lack of access to the national aviation system from rural localities.

ACCESSIBILITY POLICY/GOAL

Improve aviation transportation access

OBJECTIVE:

Improve ground access to airports by reducing traffic congestion around airports.

STRATEGY:

Seek improved ground access to airports for passengers and cargo through a comprehensive approach.

IMPLEMENTING ACTION:

- Work with federal, regional, and internal partners to improve airport access and connections, which will promote economic growth, relieve congestion, improve air quality, and roadway safety.
- Encourage multimodal, especially transit, aspects of planning when reviewing planning documents.
- Work with airport management to determine passenger and goods movement needs into and out of airport sites.
- Advocate for flexibility in use of federal funds to address highway safety and congestion problems caused by goods movement-related congestion.

OBJECTIVE:

Improve small community access to the national air transportation system.

STRATEGY:

Educate airport management on available funding and other options to improve mobility for small communities.

IMPLEMENTING ACTION:

- Preserve an effective system of reliever and general aviation airports in California.
- Support and assist communities and airports applying for small community air service program funds.
- Provide information to airport managers and planning agencies regarding funding options through Vision 100, the federal reauthorization of the Aviation Investment Reform Act for the 21st Century (AIR-21).

PERFORMANCE TARGETS:

- Work with RTPAs, MPOs, and the Department's districts to make the connection between Airport Master Plan updates and impacts of air traffic growth on adjacent surface traffic.
- Comment on draft RTPs regarding the importance of both passenger and cargo ground access issues and other issues pertinent to airports.
- Work with airport management regarding changes in regulations and possible grant funding opportunities for improved ground access and increased air service.

ECONOMY

BACKGROUND:

Aviation greatly enhances the economy and quality of business, personal, and family life for all Californians. According to *Aviation in California: Benefits to Our Economy and Way of Life*, aviation contributes over \$2,000 to the average real personal per capita income.

Aviation provides enormous economic benefits by supporting tourism and the air cargo industry as well as less tangible benefits such as saving lives via emergency response and medical and fire fighting services. Aviation contributes nearly nine percent of both total state employment (1.7 million jobs) and total state economic output (\$110.7 billion).

Ensuring the state's continued economic vitality by securing the resources needed to maintain, manage, and enhance the transportation system, while providing a well-organized and managed goods movement system is essential. Today, funding for airport capital and planning projects can come from various sources. At the federal level, Vision 100, the four-year reauthorization of AIR-21, allows for more flexibility in funding, more funding for small airports, an emphasis on partnering, and opportunities for innovative joint projects. Partnering with cities, the FAA, and other stakeholders for financial and political support is encouraged and rewarded.

Federal authorization of AIR-21 made ten "block grant" state slots available, allowing those states to receive federal airport funding in a lump sum to distribute based on system wide needs within each state. To date, nine states have been designated as "block grant" states. One slot remains unfilled. The Division continues to explore applying for block grant status, since this could result in more state control of federal funding for approximately 165 California general aviation airports.

The Division administers three state grant programs from the Aeronautics Account in addition to a separate local airport loan program. Current Division revenue sources are an eighteen cent per gallon excise tax on general aviation gasoline and a two cent per gallon excise tax on general aviation jet fuel (air carrier and military aircraft and aviation manufacturing are exempt). Although funds flow into the Aeronautics Account, they are irregular due to fluctuations in fuel type usage. In addition, aviation gas tax funds in the recent past have been diverted to nontransportation General Fund uses to help balance the state budget.

ISSUES:

- State aviation funding remains unprotected and unstable.
- Identifying innovative funding sources.
- Achieving more timely use of state funds.
- Weighing the potential costs and benefits of becoming a FAA block grant state.
- Lack of consistency between federal and state programming documents, which creates duplication of demand.
- Ensuring that California can successfully compete with other states to continue as an international aviation gateway.
- Educating the public and locally elected representatives on the significance of airports as generators of economic growth.

ECONOMY POLICY/GOAL

Improve aviation and the economy through financial resources

OBJECTIVE:

Preserve airport infrastructure and expand capacity to stimulate economic growth.

STRATEGY:

Manage grant and loan programs effectively and efficiently.

IMPLEMENTING ACTION:

- Focus limited discretionary A&D resources on safety, capacity, and capability enhancing projects.
- Provide loans to help airports establish revenue-generating projects.
- Distribute Annual Credits for eligible airport projects.
- Provide matching funds for FAA's Airport Capital Improvement Plan (ACIP) projects benefiting general aviation safety, capability, and capacity.

OBJECTIVE:

Leverage available dollars better, to improve the aviation system.

STRATEGY:

Preserve or increase dedicated revenue sources and funding to maintain and enhance aviation facilities.

IMPLEMENTING ACTION:

- Monitor proposed federal laws that may affect aviation funding.
- Explore federal block grant status in collaboration with affected partners.
- Coordinate the FAA's Airport Improvement Program (AIP) with the Division's CIP to best leverage matching funds.

PERFORMANCE TARGETS:

- Produce the biennial Aeronautics' Funding Program for adoption by the California Transportation Commission (CTC).
- Distribute Annual Credits within six to eight weeks, consistent with funding availability.
- Initiate state-funded airport safety and infrastructure maintenance and improvement projects within one year of CTC allocation/encumbrance and seek projects completion within two years.
- Explore application for state block program by 2007.
- Coordinate annually FAA's ACIP with the Division's CIP.
- Maintain and improve regulations authorizing grant funding for aviation projects.

COMMUNITY VALUES

BACKGROUND:

How we plan affects how we grow. Effective planning supports community values and economic vitality. In some areas we are living with the results of poor planning in the form of reduced air and water quality, and inefficient development patterns that result in increased surface traffic congestion.

Maintaining a high quality of life is important to Californians. Whether seeking personal or business supplies via the air cargo industry, flying for recreational purposes, making a spur of the moment business trip, or making an emergency long distance trip for family matters, there is no doubt that aviation is one of the key underpinnings supporting the lifestyle Californians seek. Aviation provides opportunities for people and businesses to save time, an important commodity in a state seeking continued prosperity.

Growth comes at a price. The growth in population and increased demand for housing and transportation services will continue to threaten erosion of the quality of life we expect. The solutions to address the problems must balance our community and environmental values with transportation safety and performance. In addition, it is critical that solutions support and facilitate economic opportunities and sustainability. The concept of “smart land use” has come out of the desire to balance all of these concerns. Since growth is likely to happen whether we plan for it or not, it seems “smart” to manage land use wisely, so the community can support the quality of life Californians are seeking.

Smart land use encourages efficient development patterns, a stronger jobs-housing balance, and efficient use of existing resources and discourages leapfrog or greenfield development. Increasing the connection between land use, housing, and transportation decisions is seen as a way of using our resources more effectively and managing land use to avoid some of the negative consequences of growth.

Airports may benefit from these efforts to consider the multiple impacts of land use decisions. Open space near airports is often viewed as a low-cost source of land to build housing. Local approval is often given to builders because the long-term costs are not always considered, noise concerns from people living near the airport, safety concerns, lack of opportunity for the airport to grow, or even closure of the airport. Another related land use issue is that at some airports there is a concentration of affordable housing adjacent to or near the airport. This concentration could result in an environmental justice issue if low-income populations are disproportionately affected by airport-related noise. A sensible “smart land use” approach around airports would be to seek development of compatible commercial and industrial uses around the airport.

An example of compatible development supporting airport use is a privately financed business park planned adjacent to Sacramento International Airport. After its build-out in 20-25 years, it is hoped that 38,000 people will be employed there, and a boost of \$4 billion a year in indirect benefits will be pumped into the economy. In addition, this business development has the potential to ward off incompatible land uses.

One of the Division's regulatory roles assures accuracy and standardization in noise monitoring programs and balances the conflicting needs of the general public via the noise variance process. Despite quieter Stage 3 aircraft, noise exposure from airplanes continues to impact tens of thousands of residential units around the state's ten county-designated "noise problem" airports. Some local governments react to noise complaints by adopting or threatening to adopt more stringent operational restrictions or take action to close the "offending airport." Continued work with our partners by responding to development proposals, school site evaluations, and further technological development, will help mitigate the effects of aircraft noise. Examples of some proactive steps taken to prevent noise problems include tightening development standards to keep homes away from an airport's flight path, and local governments adopting stricter noise standards to mirror an adopted ALUCP.

There are no swift solutions for finding the right balance in transportation decisions regarding where we grow and how we grow. Further, it is often difficult to pinpoint all the effects of growth or determine what the environmental or financial costs will be. The public engagement process, which is now used in most transportation projects and plans, allows identification of problems and solutions early in the planning process that can reduce costs. Increased public engagement in local decisions is seen as a way of promoting public awareness of the transportation impacts and the alternatives, so that if trade-offs are necessary by local decision makers, the public has been part of the discussion.

ISSUES:

- Community concerns about aircraft noise.
- Resolving noise problems in a reasonable time period.
- Ensuring coordination between federal, state, and local efforts to mitigate aircraft noise.
- Affecting future generations due to poor transportation/land use decisions today.
- Disproportionately affecting economically disadvantaged populations by poor transportation decisions.
- Determining the best public engagement and outreach process to use.

COMMUNITY VALUES POLICY/GOAL

Integrate community values into airport land use decisions

OBJECTIVE:

Promote land use decisions that integrate land use, housing, and transportation.

STRATEGY:

Identify and help local governments seek mitigation for aircraft noise impacts.

IMPLEMENTING ACTION:

- Review and comment on environmental documents with respect to land use, compatibility planning per the CEQA.
- Review and comment on general plans, specific plans, and other municipal planning documents to insure they address airport land use compatibility planning.
- Consider variances from state noise standards, conduct public hearings, approve noise-monitoring systems, review mitigation progress reports, and assist airports and communities to develop mitigation plans/policies.
- Analyze, comment, and represent the state's role and interests in preventing or mitigating potential adverse aircraft noise impacts.
- Monitor the reduction in number of incompatible residential units exposed to aircraft-generated noise around the ten county-designated "noise problem" airports.
- Encourage communities to limit new housing in areas near airports exposed to significant levels of aircraft noise, with particular attention to low-income units.

OBJECTIVE:

Promote smart land use around airports.

STRATEGY:

Encourage policies that support aviation by discouraging airport encroachment.

IMPLEMENTING ACTION:

- Encourage "downtown" infill and other efficient development patterns compatible with airports.
- Develop environmental protection that allows sustained aviation growth.
- Encourage communities to make better long-term land use decisions to preserve airports for future generations.

OBJECTIVE:

Promote public involvement in airport planning.

STRATEGY:

Encourage early and ongoing public engagement in the planning and decision-making process in order to identify problems and explore solutions.

IMPLEMENTING ACTION:

- Encourage airports to involve citizens in the Airport Master Planning process.
- Encourage citizen participation on aviation advisory committees and airport action groups.
- Review RTPs and other planning documents for encompassing a public-engagement process, which includes aviation interests.

PERFORMANCE TARGETS:

- Review all environmental documents received and comment on those that identify airport-related noise and public safety impacts.
- Review environmental documents for land use and other safety issues through the Local Development Review/CEQA process.
- Represent state interests on noise impact and mitigation measures.
- Review general plans, Airport Master Plans, and other planning documents for inclusion of public engagement opportunities regarding aviation issues.
- Track the reduction of incompatible residential units exposed to aircraft-generated noise around the ten county-designated “noise problem” airports.

APPENDIX A**GLOSSARY**

AB 857	An Assembly Bill signed by the Governor in 2002 regarding infrastructure planning. Relative to transportation planning, it added Government Code Section 65041.1 to clarify state planning priorities. These priorities are "intended to promote equity, strengthen the economy, protect the environment, and promote public health and safety in the state...." The priorities are: "(a) To promote infill development and equity.... (b) To protect environmental and agricultural resources.... (c) To encourage efficient development patterns...."
Airport Improvement Program (AIP)	Mandated in the Airport and Airways Improvement Act of 1982 and reauthorized in the Airport and Airway Safety and Capacity Expansion Act of 1987 and later Acts, the FAA is authorized to provide funding assistance for the planning, design, and development of airports.
Airport Land Use Commission (ALUC)	A commission established by California law required to develop a plan for promoting and ensuring compatibility between each public-use airport and the land uses surrounding them.
Airport Land Use Compatibility Plan (ALUCP)	A plan, usually adopted by an Airport Land Use Commission, which sets forth policies for promoting compatibility between airports and the land uses which surround them. Often referred to as a Comprehensive Land Use Plan (CLUP).
Airport Land Use Planning Handbook	Guidelines to assist Airport Land Use Commissioners and planners in promoting land use compatibility around airports.
Airport Layout Plan (ALP)	Depicts existing and proposed airport facilities and land uses, their locations, and pertinent clearance and dimensional information required to show conformance with the applicable standards. It shows the airport location, clear zones, approach areas, and other environmental features that may influence airport usage and expansion capabilities and includes the following elements: <ul style="list-style-type: none"> - Airport Layout - Location Map - Vicinity Map - Basic Data Table - Wind Information

Airport Master Plan	Documents and drawings providing guidelines for future development of an airport from a physical, economic, social and political perspective. The Airport Layout Plan is included in this plan.
California Aid to Airports Program (CAAP)	The cumulative grant programs administered by the Division of Aeronautics (Division) including: Annual Credits, Acquisition and Development Grants, and AIP Matching Grants.
California Aviation System Plan (CASP)	Provides the forum for the California Department of Transportation (Department) to conduct continuous aviation system planning. Guides the future development and preservation of the statewide system of airports and aviation facilities.
California Environmental Quality Act (CEQA)	The goal of CEQA is to make sure environmental issues related to proposed projects are considered. This goal is met through identifying, avoiding, and mitigating potential problems using a comprehensive review process.
Capital Improvement Plan (CIP)	A comprehensive list of airport project needs broken into two five-year phases. The CIP is updated every two years and becomes the basis for the Division's Proposed Program for Aeronautics adopted by the California Transportation Commission. Federal and state funded projects should be included in the CIP.
California Transportation Commission (CTC)	A nine-member commission appointed by the Governor which programs and allocates funds for California's transportation projects.
Environmental Impact Report (EIR)	A document prepared under CEQA describing and analyzing the significant environmental effects of a project and discussing ways to mitigate or avoid the effects.
Federal Aviation Administration (FAA)	The U.S. governmental agency that is responsible for insuring the safe and efficient use of the nation's airports and airspace and regulating pilots and aircraft.
Federal Aviation Regulation (FAR) Part 77	Establishes standards for determining obstructions to navigable airspace.
General Plan	A state mandated long-range planning document addressing present and future land use, transportation, housing, historic preservation, open space, and other important community components.

Global Positioning System (GPS)	A navigational and positioning system to determine the latitude, longitude, and elevation anywhere on or above the Earth's surface using radio signals from satellites.
Intergovernmental Review (IGR)	A review process required under executive order to facilitate communication among governmental entities on proposed projects.
Interregional Transportation Strategic Plan (ITSP)	The ITSP identifies six key objectives for implementing the Interregional Improvement Program and strategies and actions to focus improvements and investments.
National Plan of Integrated Airport Systems (NPIAS)	A national plan for the development of public-use airports in the United States published by the Secretary of Transportation in accordance with the Airport and Airway Improvement Act of 1982 and reauthorized in the Airport and Airway Safety and Capacity Expansion Act of 1987.
Metropolitan Planning Organization (MPO)	A federally designated agency responsible for planning, programming, and coordinating federal highway and transit investments within a specified urban area.
Overall Work Program (OWP)	An annual document created by metropolitan planning agencies which outlines major planning tasks, identifies new and continuing work elements, assigns budgets, and specifies funding sources.
Regional Aviation System Plan (RASP)	Provides a forum for a Regional Transportation Planning Agency to conduct continuous aviation system planning. Guides the future development and preservation of a region-wide system of airports and aviation facilities.
Regional Transportation Plan (RTP)	Prepared and adopted by RTPAs every four years and MPOs every three years in accordance with CTC guidelines, the RTP attempts to provide a coordinated and balanced regional transportation system over a 20-year time frame.
Regional Transportation Planning Agency (RTPA)	The multicounty or county-level agency responsible for transportation planning, the preparation of Regional Transportation Plans, and the allocation of transportation funds.
Smart Land Use	A compact efficient, and environmentally sensitive pattern of development that provides people with additional travel, housing, and employment choices by focusing future growth away from rural areas and closer to existing and planned job centers and public facilities.
Vision 100	The federal reauthorization of AIR-21 designed to strengthen America's aviation sector, provide needed authority to the FAA, and enhance the safety of the traveling public.

APPENDIX B

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