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RECENT DEVELOPMENTS IN STATE PROMOTION OF AERONAUTICS

FLOYD E. EVANS*

I am not thoroughly familiar with the activity of all other State Aeronautics Departments; consequently, in this paper I am presenting mainly the Michigan picture, feeling that probably the activity of the Aeronautic Departments in most other states have developed and progressed in a manner very similar to the Michigan Department.

The work that is being done in Michigan is outlined herein with the thought that it might be somewhat of a guide to other states in their activity in aeronautic promotion. The fact that we have the full cooperation of airport managers, pilots and operators in our State, I believe, indicates that the work that we are doing is sufficiently constructive to warrant recommending to the officials gathered at this meeting the type of work most necessary to be done at this time.

Organized in 1929, the Michigan Board of Aeronautics had as its main and primary function the enforcement of the Federal Air Traffic Rules and the licensing of schools of aviation, flight instructors and commercial airports. It was indeed primarily a law enforcing body. There was included, however, in the law setting up the Board and defining its functions, a provision that this Board should aid in the development of landing fields. A substantial appropriation was made for this development work, but unfortunately no tax clause was attached authorizing the raising of the funds appropriated; further, the constitutionality of this law was seriously questioned, as the State of Michigan is prohibited by its constitution from participating in any construction work which might be interpreted to be internal improvements, with the exception of the construction of wagon roads and in the reforestation of lands. This constitutional limitation consequently prevented any construction activity in the form of landing field development until our law was amended in such a manner as to permit us to develop fields for the use of our state Police and Forest Fire Departments, thus providing fields as a matter of public safety rather than a matter of internal improvements.

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After functioning nearly two years mainly as a law enforcing body, the State Aeronautics Department sponsored such revisions in our air laws that would enable it to promote aviation in practically every possible way. The State law now, in addition to authorizing the Air Board to enforce such air traffic laws as deemed necessary and advisable, authorizes them to acquire, own, control, lease, equip, improve, operate and regulate landing fields. Further, the Board is directed to assist in the development of air commerce, collect and disseminate aeronautic information, establish and chart civil airways, publish airway maps and establish air navigation facilities; also they are authorized to develop and operate a State aviation weather reporting service.

It is evident that our Aeronautics Department now can promote aeronautics in practically every conceivable way, subject, of course, to the necessary authority of the State Administrative Board for the actual release of funds from the State Aeronautics Fund. We have an exceptionally air conscientious Administrative Board and they have at all times readily approved requests from the Board of Aeronautics.

Our State Aeronautics Department is financed entirely from funds derived from the aviation industry itself. A gasoline tax of three cents per gallon is levied on all aviation gasoline and owners of all aircraft are required to pay an annual registration fee at the rate of one-half cent per pound net empty plane weight. The law requiring the latter fee has only recently become effective and the amount received from this source annually can only be estimated. Transport companies operating interstate on regular schedule receive a refund of one and one-half cents per gallon on their gasoline taxes. The sum received annually from the gasoline tax in our State is approximately \$30,000.00. The only other source of revenue is derived from the licensing of commercial airports, airport managers, schools of aviation and aviation instructors. These fees are very nominal and the amount received from this source amounts to very little. Our license fees are \$2.00 for airports, \$1.00 for airport managers, \$10.00 for schools and \$3.00 for flight and ground instructors.

Receipts from all the above sources are accredited to the State Aeronautics Fund. All bookkeeping is done by the State Administrative Board without charge to the Aeronautics Department. The registration law is enforced by the office of the Secretary of State, also without charge to the Aeronautics Department.

On first consideration it may appear that the aviation industry

in our State is burdened by taxes which at this time it cannot well afford. There are compensations, however, which it is believed fully offset and justify this apparent burden. In return for the payment of a registration tax, all aircraft is automatically exempt from any property tax, which if exacted would be many times the amount of the present very nominal registration tax. For example, the property tax on a Stinson Reliant plane would be in the vicinity of \$60.00, while the registration tax amounts to approximately \$11.00.

State lands are utilized in many instances for development of emergency landing fields. State and county equipment is used without the usual rental charge in the development of our new fields and in the improvement of present fields. State and County transportation is used by the personnel of the Aeronautics Department without charge in surveying and superintending construction work. Conservation officers, who act as job superintendent in most cases donate their services, and forest fire fighting personnel during the "off-fire" season have assisted to the extent of many hundreds of man days in landing field development work without charge to the aviation department.

During the past year the aviation industry has profited in our State to the extent of at least ten completed emergency fields by the use of our Civilian Conservation Corps personnel in field development work. We have approximately fifty of these C. C. C. camps in Michigan, located generally in our wooded areas where the necessity of emergency fields is most urgent. Realizing the importance of frequent landing fields for use of forest patrol planes, the Federal and State Forestry Departments have been most liberal in allocating C. C. C. labor and equipment in the development of fields and the improvement of existing ones.

During the past two years, since our law was so altered as to permit the release of State Aeronautics Funds for landing field development work, we have completed eighteen fields, now have fifteen fields under construction and are making surveys for nine, which it is hoped to get started yet this season. This work has been accomplished with very limited personnel consisting of one clerk and two field men, one of whom is the Secretary of the Board or Director.

Our Department has taken advantage of the use of welfare labor during the past year and a half in field development and improvement work. This labor is financed by the Reconstruction Finance Corporation. The greatest use of this labor has been in

the City of Detroit area where with the co-operation of the City Airport Officials and the Department of Public Works, four emergency landing strips are now under construction and at least four additional ones are contemplated. These strips, located along main routes of travel to and from our downtown City Airport, will, when completed, be a minimum of 250 feet in width and vary from 1800 to 2600 feet in length all well graded, smooth, well boundary marked and provided with the conventional cross. Two of these fields even in their incompleated condition have been used for emergency landings. Vacant factory sites, undeveloped playground areas and unused railroad siding right-of-ways are used for development of these fields.

It is urgently recommended that all state and city airport officials make surveys of their larger cities with the thought of establishing emergency fields on the approaches to their municipal airports, if located in the congested city areas.

It is believed that one of the functions of a State Aeronautics Department should be in encouraging and aiding the continued operation and progressive improvement of all existing airports. Studies should be made of each airport for the purpose of advising local officials of work that should be done as time and funds permit in order to make same safer for the use of aircraft. Our Department now has aerial photographs of practically every airport. These photographs are used to study future development possibilities. One point which we are stressing in particular is the proper marking of airports.

Materials necessary for this marking are furnished by the Aeronautics Department wherever the labor will be provided to install same. The conventional 100 foot circle with a 6 foot band is installed, also crushed rock boundary markers 6 feet long by 4 feet wide, spaced 250 feet apart around the useable landing area. A satisfactory non-fouling wind direction indicator is also provided.

In order to be assured of the continued lighting of the airports in our State which are now equipped with lighting facilities, the Board of Aeronautics leases this equipment for the sum of \$60.00 per month per field. This sum is sufficient to pay the entire cost of operation and maintenance of the lighting equipment on all but two of our larger airports. Our Board feels that this form of refund of gasline tax money is only fair, as the existence of these major airports has made it possible by the collection of a sufficient sum in the form of gasoline taxes to carry on with a state wide aviation promotion program.

The installation, maintenance and operation of airway beacons along intrastate airways now seems to be a required and necessary duty of State aviation departments. Federal appropriations are not sufficient to assume this obligation, and it is a heavy burden to impose on airline operators. Inasmuch as these operators pay relatively large sums in the form of gasoline and aircraft registration taxes they are entitled to every consideration a state Aeronautics Department can render. The Michigan Department has paid the operating and maintenance cost of all privately operated beacons along our intrastate airways for the past year. A recent change in our air mail routes has confronted us with the necessity of the construction of an entire new lighted airway and additional beacons along other routes. A total of 15 beacons is now being installed by our Department.

The airmarking of hazards along airways and the airmarking of all towns is another state aviation department duty. The Michigan Department furnishes paint for airmarking gratis to any community which will apply same in accordance with our specifications. Aerial surveys of towns are made and a sketch prepared showing the logical building in a town to be airmarked, after which the owner of the building is contacted, also the local American Legion or luncheon club and the marking encouraged. Approximately seventy towns have been marked in Michigan during the past year in this manner. In addition our State Highway Department, upon solicitation of the Board of Aeronautics, has ordered the airmarking of their thirty garages in as many communities and many of our 82 county road commission garages have now been airmarked. It is expected that this marking program will continue until every town in the State is marked.

Until such a time as the Department of Commerce gets sectional maps covering the entire U. S. it is the duty of state departments to provide airmen with state maps showing accurate locations of available landing and navigation facilities. Further, state departments should have full and accurate information of all landing fields. In addition to issuing a recent airway map in cooperation with the State Railway Commission, the Michigan Aeronautics Department has arranged to have all landing facilities shown on all issues of our State Highway map. It seems that this should be done in all States, for our future air traveler is now a motorist and the presence of airports should be called to his attention. As he sees more and more landing fields shown on the road maps, he is going to give some consideration to using the airplane in his travels.

In locating our emergency fields we give consideration to placing them, when possible, along main highways where they will be observed by our future air traveler.

Another movement that State Aviation Departments should give attention to is the sponsoring of aviation instruction in our public schools and colleges. Our Board has started this movement in Michigan to the extent of publishing a text on Model Airplane Building and distributing same to the heads of the industrial departments of our larger schools. We have also compiled and ready for distribution a complete digest of the subject of Aviation Instruction in Public Schools. This report contains reference data advising where materials can be secured for carrying on instructional work, drawings of models and photographs of typical shops and school work rooms. There is contained also specific recommendations for including certain aviation instruction in present English, Physics, Geography, Spelling and Shop classes. This report and text was compiled jointly by the Board of Aeronautics and the Aviation Committee of the Michigan Industrial Education Society with the full cooperation of our State Department of Public Instruction.

Our first step toward encouraging model airplane building was taken during the past summer by sponsoring a State model airplane contest. This contest was conducted in cooperation with the American Legion Aviation Committee and will probably be an annual contest.

We now have in operation a State aviation weather reporting service which as yet is on quite a miniature scale. We have established several stations and have secured volunteer reports to render reports at regular intervals, also upon request. It is hoped to get sufficient funds in the future to expand this service as the demand requires. I believe that all state aviation departments should start now to get their State Police and State Conservation Departments educated to the point where they can render authentic weather reports upon request. Eventually these departments could operate complete reporting stations.

All State aviation departments should interest themselves in creating and maintaining interest in local airports. Air meets and exhibitions should be encouraged and every possible advice and assistance given so that same are well planned and managed and conducted without any financial loss to the sponsoring organization and without accidents. We have found in Michigan that American Legion Posts can and will conduct these air meets very satisfac-

torily with some guidance from the State Aeronautic Department and the State Legion Aviation Committee. I would suggest that all State aviation officials work closely with the Legion Aviation Committees in their respective states and it is believed very satisfactory results will be obtained.

In summarizing the work now being carried on by the Michigan Department of Aeronautics, I believe that we are touching on practically every phase of aviation promotion and development. This is possible, of course, only because our Air Laws provide for such work. It is recommended that all States take immediate steps toward getting their Air Laws revised so as to enable their state aviation departments to perform the following duties:

- (1) Develop state emergency landing fields.
- (2) Aid counties and municipalities in the development of local airports.
- (3) Aid in the improvement of present airports.
- (4) Assist in the operation and maintenance of airport lighting facilities.
- (5) Develop and maintain intrastate airway beacon systems.
- (6) Develop and operate an aviation weather reporting service.
- (7) Airmark all towns.
- (8) Airmark hazards along airways.
- (9) Enforce the Federal air traffic laws.
- (10) Encourage aviation instruction in public schools.
- (11) Sponsor airport dedications, air shows and model plane contests.

In conclusion, I should like to emphasize the importance of cooperation between State aviation departments and the State highway and State conservation Departments, also with county road organizations. Without this cooperation the aviation accomplishments will be very limited without the expenditure of a great deal of money. The possibility at this time of utilizing welfare and C. C. C. labor for airport construction and the advocating of airport construction work under the "Trade Recovery Act" should not be overlooked. Now is an opportune time to get the maximum amount of work done at a minimum of cost to the aviation industry.

RESOLUTIONS

President Boutelle appointed the following Committee on Resolutions:

A. C. BLOMGREN, Idaho, Chairman	ED McDONALD, Oklahoma
L. H. BRITTIN, Minnesota	DAN W. JONES, Rhode Island
F. B. SHERIFF, Montana	CHAS. W. MORRIS, Connecticut
HOWARD WIKOFF, Illinois	FLOYD E. EVANS, Michigan
A. B. McMULLEN, Florida	FRED D. FAGG, Secretary, <i>ex officio</i>
STEADHAM ACKER, Alabama	

A motion was made, seconded, and carried to adopt the following resolutions:

I.

WHEREAS, the outstanding success of this Third Annual Meeting of the National Association of State Aviation Officials is due directly to the splendid efforts of Governor George White of the State of Ohio, Mayor Russell Wilson of Cincinnati, Captain Fred L. Smith, Director of Aeronautics of Ohio, Mr. Herman Bayless and Mr. Warner Sayers of Cincinnati, and Mr. Lawrence Schmidlapp and the Cruisair Club, and the local reception committee, the Hotel Sinton-St. Nicholas and the press of the city of Cincinnati, now therefore be it

RESOLVED, that the Association express its sincere appreciation of this traditional hospitality and generous cooperation to the aforementioned persons and organizations.

II.

WHEREAS, this Association as now constituted has an outstanding opportunity to assist in accomplishing necessary uniformity of aviation rules, regulations and standards, but that this opportunity cannot be fully realized without every state being duly represented in our membership, now therefore be it

RESOLVED, that it is the sentiment of this meeting that one of the primary objectives during the forthcoming year should be the accomplishment of a full 100% membership of every state as a duly accredited member. Be it further

RESOLVED, that a copy of this resolution be forwarded to every Governor now in office.

III.

WHEREAS, it is highly desirable that there be uniform licensing standards throughout the several states, now therefore be it

RESOLVED, that the Association go on record as favoring the state adoption of all current effective Federal licensing standards, and be it further

RESOLVED, that a copy of this resolution be forwarded to every Governor now in office.

IV.

WHEREAS, this Association believes in and appreciates the splendid program organized and executed by the Aeronautics Branch of the Federal Department of Commerce, now therefore be it

RESOLVED, that the Association express its desire to fully cooperate with the said Aeronautics Branch in providing for a uniform state and federal system of aeronautical regulation and promotion throughout the United States, and, further, express its sincere appreciation of the highly constructive and effective work done by the Aeronautics Branch of the Department of Commerce during the formative period of aviation.

V.

WHEREAS, the work of this Association has been most ably carried on by the present officers and Board of Governors during the year just closed, now therefore be it

RESOLVED, that this convention assembled express a vote of appreciation for their unselfish efforts and for the outstanding accomplishments of this year.

VI.

WHEREAS, the success of this annual meeting of the Association has been so largely due to the quality of the papers presented by those addressing this annual meeting, now therefore be it

RESOLVED, that the members of the Association utilize this opportunity to express their appreciation of the care and effort expended in connection with these several papers by all those appearing on the program of this annual meeting.

VII.

WHEREAS, the safety and convenience of the public traveling in aircraft depends to a large measure upon a system of airways properly constructed and maintained, with frequent emergency landing fields, and

WHEREAS, the establishment of a unified system of airways linking principal centers of population and enabling safe air travel between them for both public and private ships, is a problem that demands the expenditure and efforts of the Federal Government and the individual states acting together, and

WHEREAS, it is necessary, in order to supplement the Federal Post Road Mail and Railroad Mail Service by providing State and Inter-state Airmail Service, to have airways over which such coordinated system of postal transportation to all communities may be maintained, and

WHEREAS, the establishment of a national airway system is a problem similar in most respects to the establishment of a Federal Highway system, and

WHEREAS, the latter is being so satisfactorily developed under the plan laid down in the Federal Highway Act of 1916, as amended by later acts;

BE IT RESOLVED by the National Association of State Aviation Officials that this Association approves of and urges the passage by the United States Congress of enabling legislation similar to the Federal Highway Act providing for joint action by Federal and State Governments in the estab-

ishment, construction and maintenance of a Federal State Airway system, and

BE IT FURTHER RESOLVED that copies of this Resolution be sent to all Senators and Representatives in the Congress of the United States.

VIII.

WHEREAS, miscellaneous flying constitutes the major part of aviation in the United States, exceeding scheduled flying in miles flown, passengers carried, pilots employed and trained, ships operated and the like, and

WHEREAS, there has been a steady decline in these activities during the past three years with a corresponding increase in scheduled flying, and

WHEREAS, the federal support of miscellaneous flying has been primarily regulatory rather than developmental, be it therefore

RESOLVED by the National Association of State Aviation Officials that this Association heartily approves of the efforts of the Aeronautics Branch to stress the development of miscellaneous flying by means other than regulation, and be it further

RESOLVED, that this Association approves of the efforts of the Aeronautics Branch to alter or eliminate debateable requirements until those requirements are tested by unbiased and competent scientific workers, and be it further

RESOLVED, that this Association approves of developmental efforts in the form of scientific research as the surest and most economical means of increasing efficiency and safety and at the same time avoiding the conflicts arising from differences between economic interests.

IX.

WHEREAS, the present air mail postage rate of 8c for the first ounce and 13c for each additional ounce, has generally caused a reduction in the use of air mail;

WHEREAS, it is the unanimous opinion of all those in attendance at this meeting that the use of air mail would be decidedly stimulated, and increased revenue to the government effected if the rates were changed to 5c for each ounce or fraction thereof; now therefore be it

RESOLVED, that this Association now in convention assembled forward to the Post Master General of the United States an urgent recommendation regarding such reduction in air mail postage rates, and recommending also the probable advisability of establishing an air mail 2c post card.