

INTERGOVERNMENTAL RELATIONS IN THE DALLAS-FORT WORTH  
REGIONAL AIRPORT

by

David Maynard Tarrance, B.A.

A THESIS

IN

GOVERNMENT

Submitted to the Graduate Faculty  
of Texas Tech University in  
Partial Fulfillment of  
the Requirements for  
the Degree of

MASTER OF ARTS

Approved

~~Accepted~~

December, 1971

AC  
805  
T3  
1971  
No. 200  
Cop. 2

## FOREWORD

In recent years, considerable attention has been focused upon urban America and her attendant projects and problems. One of the foremost attempts to aid the urban sector has been through intergovernmental relations. Intergovernmental relations is a relatively new term that has come to be used to refer to the relations between and among the national, state and local governments in the United States. Part of these urban intergovernmental relations are proposed as partial answers to increasing needs and demands for services and conveniences by the urban populous.

This study deals with the intergovernmental relations in regard to the Dallas-Fort Worth Regional Airport. It traces the development of the Regional Airport concept, then explores the extent and amount of intergovernmental relations between the local governments, the localities and the national government, the localities and the state government and will then offer conclusions as to the nature of cooperation and prospects for future improvements in relations in the Dallas-Fort Worth area.

I wish to acknowledge the assistance of committee

chairman Dr. L. M. Holland and the other members of my committee: Dr. John Burnett, Dr. Gordon Henderson, and Dr. William Johnson for their guidance, patience and cooperation in preparation of this study.

## CONTENTS

FOREWARD	ii
Chapter	
I.    DEVELOPMENT OF THE REGIONAL AIRPORT	1
The Setting	1
Desirability of Air Transport in the Area	2
Early Attempts at a Regional Airport	4
Involvement in the Early 1940's	5
Efforts Continue Throughout the Forties	11
The Era of the 1950's	15
The Sixties: Settlement on the Horizon	19
Tragedy then Triumph: A Goal Realized	26
II.   LOCAL-LOCAL RELATIONS	41
The Dallas-Fort Worth Regional Airport Board	41
General Checks on the Regional Airport Board	46
Importance of the Regional Airport Board	48
The North Central Texas Council of Governments	49
Regional Airport Advisory Committee	53
Other Local Cooperation	55
III.  LOCAL-NATIONAL RELATIONS	56
The CAB and FAA	57
Financial Assistance	60
The National Government in the Labor Question	63
Other National Relations	65

IV.	STATE-LOCAL RELATIONS	66
	State Legislative Activity	66
	Texas Executive and Judicial Activity	67
	Texas Water Quality Board	68
	Texas Department of Health	70
	Texas Aeronautics Commission	71
	Texas County Participation	73
	Texas Highway Department	74
V.	CONCLUSIONS	78
	Other Options and The Reluctance of Cooperation	78
	A Breakdown in Intergovernmental Relations	82
	The National Role and Aids to Others	85
	Prospects for the Future in Dallas and Fort Worth	86
	SELECTED BIBLIOGRAPHY	89
	APPENDIX	101
A.	DALLAS-FORT WORTH REGIONAL AIRPORT AND SURROUNDING AREA	102

## CHAPTER I

### DEVELOPMENT OF THE REGIONAL AIRPORT

#### The Setting

Before a discussion of the development of the Regional Airport can begin, a few facts about Dallas and Fort Worth are in order. Dallas and Fort Worth are located in North Central Texas, approximately 34 miles apart. In 1968, the Dallas standard metropolitan statistical area (SMSA) showed a population of 1,459,000, while the Fort Worth SMSA had a population of 680,000.<sup>1</sup> Both are growing areas. Dallas increased in population 56.4 per cent from 1950 to 1960, while Fort Worth increased 27.8 per cent.<sup>2</sup> From 1960 to 1968, Dallas again increased by 30.4 per cent, and Fort Worth grew another 18.6 per cent.<sup>3</sup>

Both cities are commercial, wholesale, retail and financial centers for the Southwest. Within the Dallas SMSA are such industrial concerns as Texas Instruments,

---

<sup>1</sup>U.S. Bureau of the Census, Statistical Abstract of the United States: 1970 (Washington, D.C.: Government Printing Office, 1970), p. 840.

<sup>2</sup>U.S. Bureau of the Census, County and City Data Book, 1967 (Washington, D.C.: Government Printing Office, 1967), p. 554.

<sup>3</sup>Statistical Abstract..., op. cit., p. 840.

Ling-Temco-Vaught Aeronautics and numerous banking and financial institutions. Fort Worth contains General Dynamics, Bell Helicopter, Swift Meat Company, plus other food processing and packaging plants. Both cities are ringed with suburbs, the most prominent being Arlington, Hurst and Burleson surrounding Fort Worth, and Irving, Grand Prairie, Mesquite and Garland surrounding Dallas.

The two cities are both served by separate airports. Fort Worth has Greater Southwest International Airport, located approximately 17 miles east of the downtown area. The primary air carrier from this facility is American Airlines, which operates a pilot and stewardess school nearby. Of the total air passenger service in the Dallas-Fort Worth region, Greater Southwest International Airport serves 20-25 per cent of the passengers.<sup>4</sup> Dallas is served by Love Field, which is located in the northwest corner of Dallas. Surrounded by Dallas proper, it is limited in its growth. Love Field should reach its maximum passenger capacity in 1972 or 1973, with slightly more than 8,000,000 emplaned passengers per year.<sup>5</sup> The future growth of passenger service for Dallas, however, is scheduled to

---

<sup>4</sup>Dallas and Fort Worth Regional Airport Economic Impact (Arlington, Texas: North Central Texas Council of Governments, 1970), p. 4.

<sup>5</sup>Ibid., p. 4.

reach 12,000,000 in 1975, and 15,000,000 in 1980, making Love Field totally inadequate for the future.<sup>6</sup>

#### Desirability of Air Transport in the Area

The Dallas-Fort Worth region is one which can support sustained air travel. Its industrial concentrations are those types of industries which ship a great deal by air. "Forty per cent of the manufacturing employment in the North Central Texas Region is in industries which ship more than 1 per cent of their products by air."<sup>7</sup> This compares with the national average of only 14 per cent of employment manufacturing in such industries.<sup>8</sup> These industries include apparel, electronics, communications equipment and aircraft industries. The distance from Dallas-Fort Worth to other major metropolitan centers also makes air travel desirable. Houston is 250 miles away, San Antonio, 498, Oklahoma City, 210, Kansas City, 494, New Orleans, 498, and Memphis, 464 miles.<sup>9</sup> In addition, Dallas and Fort Worth are located strategically between the industrial East and West coasts, making them one of the

---

<sup>6</sup>Ibid., pp. 4-5.

<sup>7</sup>Ibid., p. 5.

<sup>8</sup>Ibid., p. 5.

<sup>9</sup>Ibid., p. 5.



mid-American crossroads.

Dallas and Fort Worth are already major air passenger centers in the United States. The combined cities ranked fifth in passenger originations and aircraft departures per capita in 1967, behind only Miami, Atlanta, Denver and Washington, D.C.<sup>10</sup> The cities ranked behind only Atlanta, San Francisco and Chicago in tons of air freight shipped per capita in 1967.<sup>11</sup>

The Dallas-Fort Worth region is a growing region: one in which the airline industry is already extremely necessary to the present and future growth of the area, both economically and in population. The airports are, or will soon be, inadequate to meet the growing needs; hence a need for a new or expanded airport system is apparent. The realization of this need by the interested parties in part led to the concept of a regional airport.

#### Early Attempts at a Regional Airport

The desire to build an airport that could serve both of the communities really began in 1927. The national government was in the process of establishing air routes for mail delivery, and civic leaders from both Dallas and

---

<sup>10</sup>Ibid., p. 8.

<sup>11</sup>Ibid., p. 8.

Fort Worth believed that a joint airport would be more enticing to the national government in the decision of whether or not to give the two cities permanent airmail delivery.<sup>12</sup> One source attributes the first inquiry to Mr. A. K. Kilgore, who, on February 27, 1927, wrote Senator Morris Sheppard proposing a joint airport.<sup>13</sup> No action resulted from the inquiries, and Dallas decided to go on alone. In 1928, Dallas bought Love Field, an old World War I training field consisting of 350 acres, for \$325,000, and turned it into a commercial field.<sup>14</sup> Again in 1930, the Post Office Department suggested that the two cities join forces, but the proposal once again came to no action.<sup>15</sup>

#### Involvement in the Early 1940's

The airport issue lay dormant throughout the Depression of the 1930's. In mid-1940, the national government, through the Civil Aeronautics Administration (CAA), proposed that Dallas and Fort Worth join together and construct a common airport for defense purposes, and earmarked \$1,895,318

---

<sup>12</sup>Allen Quinn, "Long Controversy Termed 'Fantastic,'" Dallas Morning News, April 21, 1954, p. 1, sec. 1.

<sup>13</sup>"Dallas, Fort Worth, Arlington Agree on Airport Plan," Dallas Morning News, October 17, 1941, p. 1, sec. 2.

<sup>14</sup>Allen Quinn, "Long Controversy...", op. cit., p. 1, sec. 1.

<sup>15</sup>"Dallas, Fort Worth, Arlington...", op. cit., p. 1, sec. 2.

for the project. On October 1, 1940, the Texas Aeronautics Advisory Board met with representatives of Dallas and Fort Worth about the CAA proposal. Dallas representatives suggested that the airport be built in Dallas County due to the larger volume of air traffic from Dallas, but the Fort Worth representatives refused. An impasse resulted, and the meeting ended with no appreciable success.<sup>16</sup> Later that month, L. C. Elliot, Regional Director of the CAA, encouraged the two cities to cooperate, but the Dallas City Council adopted the stand that they would not favor any airport if it was detrimental to Love Field.<sup>17</sup> Finally, through the insistence of the CAA, the Dallas City Council consented to consider a midway airport for defense and commercial purposes, provided that it did not endanger the economic status of Love Field.<sup>18</sup>

This action set the wheels in motion. In November, Fort Worth City Manager Sam Bothwell proposed a plan for Midway Airport. The plan would involve the national government, the two cities of Dallas and Fort Worth and the private airlines serving Dallas and Fort Worth. He

---

<sup>16</sup>"We Want No Airport! Says Dallas, Fort Worth," Dallas Morning News, October 2, 1941, p. 1, sec. 2.

<sup>17</sup>"Midway Airport Plan is Approved," Dallas Morning News, October 31, 1940, p. 1, sec. 2.

<sup>18</sup>Ibid., p. 1, sec. 2.

proposed that the airlines buy 640 acres located directly between the two cities. The cities would create a joint operating board, would build administration facilities and would provide money for hangers; all to be done in cooperation with the CAA.<sup>19</sup> Discussions were started, but soon reached a stalemate until Arlington, Texas, offered help. Mayor W. F. Altman of Arlington announced that his town had applied for the CAA money to develop a large airport, and invited Dallas and Fort Worth to join.<sup>20</sup> Fort Worth took little account of the Arlington announcement, however, until September, 1941, when American Airlines and Braniff Airways announced an agreement to buy the land for the airport and deed the title to Arlington in return for a 50-year operating lease.<sup>21</sup> At the same time they disclosed that Arlington had received a \$490,000 grant from the CAA to begin preliminary planning.<sup>22</sup> This event shocked both Dallas and Fort Worth, and they both began to make friendly overtures toward Arlington in an effort to become involved. Arlington was more than glad to have Dallas and Fort Worth

---

<sup>19</sup>"Fort Worth Wants New Airport," Dallas Morning News, November 27, 1940, p. 1, sec. 2.

<sup>20</sup>Allen Quinn, "First 'Joint Plan' Surprised Dallas," Dallas Morning News, November 11, 1954, p. 1, sec. 1.

<sup>21</sup>Ibid., p. 1, sec. 1.

<sup>22</sup>Lloyd Price, "Joint Plane Port Topic at 2-City Meet," Dallas Morning News, September 10, 1941, p. 1, sec. 2.

money involved in the project, so the three cities began in earnest to negotiate for a midway airport. On October 17, 1941, an agreement was reached. The three communities and the CAA would develop 1000 acres midway between the two cities for an airport for defense purposes, later to be turned into a commercial airport. The corporation, known as Midway Airport Corporation, would be controlled by a seven member board composed of one member from each of the three cities and two from each of the airlines--Braniff and American. The terminal corporation would build all necessary buildings, while the CAA would build the landing area. The capital stock was set at \$200,000 provided by the airlines. The airlines also would purchase the land and deed it to the cities. In return, the airlines would receive a 50-year lease once the airport became commercial.<sup>23</sup> The contracts were drawn, and the Dallas City Council tentatively approved them. The Fort Worth City Council refused to approve of the plans unless a site was chosen that was equidistant between the two towns.<sup>24</sup>

An equidistant site was agreed upon, and CAA Regional Director L. C. Elliot set a deadline for compliance by the

---

<sup>23</sup>"Dallas, Fort Worth, Arlington...", op. cit., p. 1, sec. 2.

<sup>24</sup>"Midway Airport Site is Approved: Building Location Causes Hitch," Dallas Morning News, January 8, 1942, p. 1, sec. 2.

cities. Unless the cities agreed upon the final plans, he intimated that the project would be undertaken by Arlington alone, with CAA approval. Arlington and Fort Worth complied by agreeing to the plans, but Dallas agreed upon the condition that the terminal be located on the north side of the proposed Dallas-Fort Worth Highway 183.<sup>25</sup> Dallas Mayor Woodall Rodgers insisted that Dallas was being insulted because the proposed site meant that the terminal back door would be facing Dallas.<sup>26</sup> The Dallas City Council promptly adopted the official position that it would approve no agreement with the terminal located on the west side.<sup>27</sup>

Negotiations again were idle for approximately one year, with all efforts of Regional Director L. C. Elliot to resume negotiations failing. The Secretary of Commerce, Jesse Jones, then agreed to hear the location issue. Dallas and Fort Worth sent delegations to Washington, D.C., in March, 1942. Bitter feuds erupted at the hearings, with Dallas charging that American Airlines (whose largest

---

<sup>25</sup>Allen Quinn, "First 'Joint Plan'...", op. cit., p. 1, sec. 1. The original plan called for the buildings to be built on the west side of the airport to permit adequate expansion and to permit the most economical layout of the runways.

<sup>26</sup>Burlage, Federalism's Expanding Dimensions: A Case Study of Decision-Making of the Dallas-Fort Worth Regional Airport. Unpublished Masters Thesis: North Texas State University, 1969, p. 24.

<sup>27</sup>Allen Quinn, "Dallas Tried Hard to Reach Airport Accord," Dallas Morning News, November 23, 1954, p. 1, sec. 1.

stockholder was Amon G. Carter) and Amon G. Carter, a Fort Worth business executive, had pressured the CAA to change the location of the terminal to the west. Fort Worth retorted that this statement was a lie, and that the terminal change was due to technical reasons. Secretary Jones, after the testimony, said that there would be no immediate decision. The Dallas delegation then announced that as far as it was concerned, if a neutral location was not agreed upon, and a guarantee that Love Field would not be economically stripped, then Dallas would participate in no more discussion about a joint airport. Dallas officials returned home and began plans to expand and improve Live Field.<sup>28</sup> On August 31, 1943, Commerce Secretary Jones announced that the terminal might be located at the northwest corner of Highway 183: a compromise between the two views. Fort Worth responded favorably, but Dallas stuck to its original demand.

Secretary Jones, for some unknown reason, then switched his decision and agreed that the terminal should be located on the mid-north-south line. He then urged close cooperation between the two cities, stating that "... the expansion of aviation will be beyond the wildest imagination of the wisest prophets."<sup>29</sup> Dallas

---

<sup>28</sup>Ibid., p. 1, sec. 1.

<sup>29</sup>Ibid., p. 1, sec. 1.

rejoiced at this reversal, while Fort Worth scored the decision and would have no part of it. With the refusal of Fort Worth to participate, the Midway Airport was apparently dead.

#### Efforts Continue Throughout the Forties

The idea of a joint airport was again dormant. Dallas continued expanding and improving Love Field with the hope of making it the super airport of the area. Fort Worth hired a local engineering firm, Carter and Burgess, to make airport recommendations. They recommended that a site south of town, the Hemphill Site, be purchased and developed as Fort Worth's airport. As a long range plan, Carter and Burgess recommended that Dallas, Fort Worth and Denton collaborate to establish a regional airport somewhere north of the Midway Site. Fort Worth adopted the recommendations and received a large grant of \$340,000 from the CAA to develop the Hemphill Site. Meanwhile, the national government had developed Midway Airport for military use at a cost of \$905,966. During the war, Midway was used for training Navy flight crews by American Airlines under a contract from the national government.<sup>30</sup>

---

<sup>30</sup>Allen Quinn, "Corpse of Midway Airport Comes Unexpectedly to Life," Dallas Morning News, November 24, 1954, p. 6, sec. 1.



On July 10, 1946, American Airlines Chairman C. R. Smith issued a prophetic warning: " Dallas and Fort Worth might as well resume negotiations for a midway airport, because it is bound to come sooner or later. "<sup>31</sup> Dallas reaffirmed its position: no joint negotiations and a continued development of Love Field. Fort Worth, however, entered into negotiations with American Airlines, Braniff Airways, Delta Airlines and the CAA. On October 29, 1947, after weeks of negotiation, the Fort Worth City Council approved a plan to take over and develop Midway Airport with the aid of the airlines and the CAA. Fort Worth would take over Midway Airport and spend approximately \$11,000,000 to develop it with the cooperation of the CAA, American, Braniff and Delta Airlines. Fort Worth would buy the site from Arlington and the Midway Airport Corporation for one dollar. The CAA had already approved. Mr. T. E. Braniff, President of Braniff Airways, told Dallas of the plans and urged Dallas to join, but she refused. "So far as I am concerned, it is Love Field first, last and always," replied Dallas Mayor Temple.<sup>32</sup>

The Fort Worth-Arlington negotiations were due in large part to a CAA report issued in September, 1947, which

---

<sup>31</sup>Ibid., p. 6, sec. 1.

<sup>32</sup>Allen Quinn, "Fort Worth Switch Stunning to Dallas," Dallas Morning News, November 25, 1954, p. 1, sec. 2.

stated that the Midway Airport location should be the regional airport. It reported that Love Field was too congested, and could not serve the future air needs, so the Midway location was the logical choice to take over from Love Field. Dallas, of course, protested. They demanded a CAA hearing. On March 4, 1948, the CAA, due to indirect pressure from many sources, including Dallas-based Representative J. Frank Wilson, reversed its stand and said this time the Midway site was not to become the regional airport, but was to be only the Fort Worth airport.<sup>33</sup> In addition, the House of Representatives in Washington, D.C., voted to strike \$2,608,000 from Fort Worth's request for the development of the Midway Airport site. The Senate restored the appropriation, and the second time around the House voted for the appropriation. Once again Dallas called for the CAA to hold a hearing in Austin, and her wish was approved.<sup>34</sup>

In the ensuing hearing, Dallas did not object to the idea of Fort Worth building an airport. Fort Worth's Mechem Field was inadequate and Fort Worth needed a new airport. What Dallas was objecting to was an airport

---

<sup>33</sup>Ibid., p. 1, sec. 2.

<sup>34</sup>Ibid., p. 1, sec. 2.

financed by federal funds and with airline assistance that could rob Love Field of passengers and cargo. The hearing was before two special CAA investigators, Robert W. Schmidt of Los Angeles and Charles Winger of Washington, D.C.<sup>35</sup>

Both sides presented their case, with Dallas charging that Fort Worth and American Airlines were trying to get flights from Love Field and make Midway the regional airport. Fort Worth said it merely wanted an airport to serve its needs. The decision of the investigators came on July 2, 1948, and the ruling was against Dallas. The CAA, it said, would make \$11,400,000 available to Fort Worth for Midway Airport development. The investigators said there was no intention of making the Fort Worth site the regional terminal, but admitted that the idea was "... in the realm of possibility, and it may be the intent of the scheduled carriers to do so'."<sup>36</sup>

Dallas appealed, but received a turndown from Washington when Assistant Secretary of Commerce John Allison said he intended to push Midway Airport as the regional airport and advised Dallas to cooperate.<sup>37</sup>

---

<sup>35</sup>Allen Quinn, "Location of Carter Field Was Main Dallas Objection," Dallas Morning News, November 26, 1954, p. 7, sec. 1.

<sup>36</sup>Quoted in Allen Quinn, "Location of Carter...", op. cit., p. 7, sec. 1.

<sup>37</sup>Ibid., p. 7, sec. 1.

Dallas tried hard to get a new hearing in the courts, but both the Court of Appeals and the Supreme Court refused to even consider the issue.<sup>38</sup> Accordingly, Braniff, Delta and American Airlines deeded the Midway Airport site to Arlington, which in turn sold the land to Fort Worth for one dollar.<sup>39</sup> Fort Worth began plans to build and modernize the Midway Airport facilities to make the site a thoroughly modern airport.

#### The Era of the 1950's

The airport situation continued in a state of flux, with Fort Worth continuing its development, and Dallas developing Love Field. In 1951, however, the Dallas Chamber of Commerce requested that the Dallas City Council Aviation Committee undertake to study Dallas' air needs. Stanley Marcus, a leading Dallas businessman, was asked to chair the committee. He agreed and promptly hired the nationally famous transportation and airport consulting firm of James C. Buckley of New York. Buckley was directed to study the air needs of Dallas and the potential of Love Field. The study was made, and in March, 1952, the report

---

<sup>38</sup>City of Dallas v. Rentzel, Civil Aeronautics Administration, 2 Aviation Cases, 1950, pp. 18, 817. (Certiorari was denied by the U.S. Supreme Court on October 24, 1949).

<sup>39</sup>Allen Quinn, "Location of Carter...", op. cit., p. 7, sec. 1.

was announced. Among other things, Buckley determined that Dallas could expect to retain 65 per cent of the air traffic even after the new Fort Worth airport was finished. The report also stated that 92 per cent of air travelers in Dallas would be inconvenienced by going to the new Fort Worth airport, and recommended \$17,000,000 worth of expansion to modernize Love Field. As a result of the report, the Dallas City Council called an airport bond election, and on January 27, 1953, Dallas voters approved \$10,500,000 in bonds to improve Love Field. The improvements began almost immediately.<sup>40</sup>

In Dallas there were a few brief signs of cooperative desire during these months. The Dallas City Council indicated in May of 1951, some regional airport interest.<sup>41</sup> Also John W. Carpenter, the President of the Dallas Chamber of Commerce, urged development of Midway Airport.<sup>42</sup> No real movement toward cooperation resulted from these expressions, however.

---

<sup>40</sup>Allen Quinn, "Love Field Expansion Move Followed Report by Buckley," Dallas Morning News, November 27, 1954, p. 12, sec. 1.

<sup>41</sup>Allen Quinn, "Area Airport Authority Called Fort Worth Plan," Dallas Morning News, April 14, 1951, p. 1, sec. 3.

<sup>42</sup>Allen Quinn, "Dallas Gives Plea to Support Midway," Dallas Morning News, August 5, 1951, p. 1, sec. 4.

Fort Worth's Carter Field (Greater Southwest International Airport) opened for business on April 25, 1953, and American Airlines promptly moved many flights from Love Field to the Fort Worth facility. Dallas continued the friction between the two cities by trying to prevent Greater Southwest from being named terminus for Central Airlines. The Civil Aeronautics Board (formerly the CAA) had authorized the route through Greater Southwest, but Dallas said that the CAB did not have power to require the Dallas-Fort Worth area be served through Greater Southwest alone, and took the case to court. The courts replied that the CAB did have the authority to designate which airport would serve as the terminus for an airline, and Dallas was forced to concede defeat.<sup>43</sup>

Fort Worth had great expectations for her new airport. It was valued at more than \$13,000,000, had the most modern of equipment and had the blessing of the CAB. The optimism was not well-founded, however, as the CAB report for the third quarter revealed that Greater Southwest International had only 22.7 per cent of the Dallas-Fort Worth air business. Results were even less promising by the end of

---

<sup>43</sup>City of Dallas v. Civil Aeronautics Board, 4 Aviation Cases, 1955, pp. 17381-17386. The Court of Appeals of the District of Columbia heard the case on May 20, 1954. (Certiorari was denied by the U.S. Supreme Court on January 19, 1955).

the second quarter of 1954, which showed Greater Southwest with only 18.3 per cent of the business, while Love Field had 81.7 per cent.<sup>44</sup> In addition, Dallas was petitioning the CAB for greater air service, and was planning further expansion and modernization of the Love Field terminal.<sup>45</sup>

In light of the decline in air passenger service and Dallas' actions, Fort Worth, on November 15, 1954, invited Dallas to purchase one-half interest in Greater Southwest International Airport. The offer was made at the suggestion of the CAB Chairman Chan Gurney. The Fort Worth asking price was originally \$3.9 million, but she dropped the price to \$2,684,244 to make the offer more attractive.<sup>46</sup> The Buckley firm recommended that Dallas not make the purchase, as did the Chamber of Commerce.<sup>47</sup> Only one group favored the purchase: the homeowners near Love Field who organized themselves as the Dallas Homeowners Protective Association.<sup>48</sup>

---

<sup>44</sup>Allen Quinn, "Love Field Expansion...", op. cit., p. 12, sec. 1.

<sup>45</sup>Ibid., p. 12, sec. 1.

<sup>46</sup>"Delay Seen on Action on Airport Bid," Dallas Morning News, November 23, 1954, p. 1, sec. 1.

<sup>47</sup>"Economic Losses in Merger Cited," Dallas Morning News, November 26, 1954, p. 1, sec. 4.

<sup>48</sup>"Letter Asks Support for Airport Bid," Dallas Morning News, November 21, 1954, p. 1, sec. 1.

These people were worried that their homes and property would be endangered if Love Field continued to expand. Acting in accordance with the wishes of the majority of these groups, the Dallas City Council rejected the offer.<sup>49</sup> The rejection note sent to Fort Worth included this statement: "It is our sincere hope that the citizens of each of our cities will recognize that the Fort Worth airport and Dallas' Love Field are here to stay."<sup>50</sup>

#### The Sixties: Settlement on the Horizon

The airport issue was not raised for almost a decade. Both airports sought to improve services, with Fort Worth battling the airlines over cancelled stops at Greater Southwest International Airport in 1960.<sup>51</sup> The Federal Aviation Administration (FAA) in 1960 gave Greater Southwest \$907,500 for improvements, but turned down a \$2,800,000 request for improvements at Love Field. American Airlines pilot and stewardess school was located at Greater Southwest International Airport.<sup>52</sup>

---

<sup>49</sup>"Dallas Rejects Airport Offer," Dallas Morning News, November 30, 1954, p. 1, sec. 1.

<sup>50</sup>Ibid., p. 1, sec. 1.

<sup>51</sup>James Winchester, "The Great Fort Worth-Dallas Controversy," Flying Magazine, May, 1961, p. 21-22.

<sup>52</sup>Ibid., p. 85.



In August, 1962, the CAB once again revived the controversy when they ordered an investigation of whether air service should continue at the two airports, or whether a consolidation of services was in order.<sup>53</sup> The news reached the two cities that same month that the FAA wanted to develop Greater Southwest as a regional airport. FAA Administrator Najeeb Halaby declared Dallas was acting like a child in its insistence in expanding Love Field.<sup>54</sup> Responding to the pressure, Fort Worth Aviation Director Roger Sekaldo suggested that a new two-city airport be built with a circular terminal building straddling the county line so that it would face neither city.<sup>55</sup>

The CAB followed their suggestion with a series of hearings on the airport question for Dallas and Fort Worth on July 8, 1963.<sup>56</sup> The hearings were specifically to decide whether Dallas and Fort Worth were to be served by one airport. Dallas charged that the CAB and FAA were already prejudiced against Love Field and towards Greater

---

<sup>53</sup>"Smile if You Say Airport," Business Week, September 1, 1962, p. 93.

<sup>54</sup>Ibid., p. 93.

<sup>55</sup>Ibid., p. 93.

<sup>56</sup>"Dallas Love Field to Begin Battle for Survival Monday," Dallas Morning News, July 6, 1963, p. 6, sec. 2.

Southwest International Airport. Fort Worth officially adopted a "wait-and-see" attitude, but the real thinking probably was expressed best by Fort Worth's Representative Jim Wright when he welcomed the CAB examiners and called for a thorough study of the situation.<sup>57</sup>

The examiner appointed to hear the case was Ross Newmann, a 23-year veteran of the CAB, and an able adjudicator.<sup>58</sup> The hearings proved to be a lengthy and expensive session for both cities. Combined, the two cities spent more than \$1,000,000 on the hearings, which lasted three months (July to September) in 1963. The Fort Worth case was based primarily upon the testimony of government officials who almost unanimously preferred Greater Southwest International Airport as the regional airport. No less than five FAA or CAB officials said they preferred the Fort Worth facility over Love Field.<sup>59</sup> The Dallas presentation stressed the economic hardship moving to a new airport would work on the majority of the people that would use the facility, plus a general refutation of the

---

<sup>57</sup>"Air Study Opens on Partisan Call," Dallas Morning News, July 9, 1963, p. 1, sec. 1.

<sup>58</sup>"CAB Examiner Able Veteran," Dallas Morning News, April 8, 1964, p. 4, sec. 1.

<sup>59</sup>"Here Are Some Highlights in Hearing on Air Service," Dallas Morning News, April 8, 1964, p. 4, sec. 1.

Fort Worth claims that Love Field was too noisy, too crowded and unable to expand to meet future needs.<sup>60</sup> When the testimony was concluded, Examiner Newmann requested written summations and said a decision would not come until May or June of 1964.<sup>61</sup>

The ruling came on April 8, 1964. It appeared to be a big victory for Dallas, for Examiner Newmann said " ... it would not be in the public interest to designate either Love Field or Greater Southwest International Airport as a regional airport to serve the booming Dallas-Fort Worth area. "<sup>62</sup> Newmann ordered the investigation terminated.

The spotlight of his statement was the suggestion that an airport be established at some point in the future--an airport which would be administered by an airport authority. "'If Dallas and Fort Worth were willing to cooperate, this would be an excellent opportunity for them to do so,'" Examiner Newmann said in his comments.<sup>63</sup> Furthermore, Newmann stated that a regional airport must meet two needs: first, a true joint partnership must be

---

<sup>60</sup> Ibid., p. 4, sec. 1.

<sup>61</sup> Ibid., p. 4, sec. 1.

<sup>62</sup> Allen Quinn, "Dallas Wins Major Airport Victory," Dallas Morning News, April 8, 1964, p. 1, sec. 1.

<sup>63</sup> Quoted in "Examiners Ruling Wins Major Airport Victory," Dallas Morning News, April 8, 1964, p. 1, sec. 1.

entered into in good faith by both cities, and second, the entire Dallas-Fort Worth area should be scrutinized as to the best location for an airport.<sup>64</sup> Neither of these conditions had been met. Unofficially Newmann stated that the two cities had perhaps six to ten years to reach an equitable solution to the air problem.<sup>65</sup>

Reactions to the decision were naturally varied. Dallas hailed it as a victory for Love Field.<sup>66</sup> Fort Worth, however, vowed to fight the ruling. "This isn't a knockout, but just part of a 15-round fight," declared Jim Fuller, a member of Fort Worth's aviation council.<sup>67</sup> This statement summed up the Fort Worth leadership opinions, as a week later Fort Worth appealed the decision to the full five member CAB.<sup>68</sup> The appeal was heard in mid-September, 1964.<sup>69</sup> Oral arguments for both sides were presented in Washington,

---

<sup>64</sup>Ibid., p. 3, sec. 1.

<sup>65</sup>Allen Quinn, "Dallas Wins...", op. cit., p. 1, sec. 1.

<sup>66</sup>Mike Quinn, "Ruling Gives Chance to Plan Aviation Future," Dallas Morning News, April 9, 1964, p. 9, sec. 1.

<sup>67</sup>Eddie Hughes, "Ft. Worth Vows Fight for Southwest Airport," Dallas Morning News, April 8, 1964, p. 4, sec. 1.

<sup>68</sup>Karen Klinefinger, "CAB Tells Dallas, Fort Worth to Decide on Regional Airport," Dallas Morning News, October 1, 1964, p. 1, sec. 1.

<sup>69</sup>Ibid., p. 1, sec. 1.

D.C., and on September 30, 1964, the CAB made a ruling on the case which shocked both cities.<sup>70</sup> This latest and most controversial ruling was that Dallas and Fort Worth were to have one final chance to settle their differences and decide upon a regional airport. The two cities had a 180-day time limit to settle their differences or the CAB would assume responsibility and make a decision for them. It was the CAB's " ... unanimous opinion that service to Dallas and Fort Worth should be required through a single airport which meets, without limitation, the present and future requirements for transcontinental cargo and passenger services."<sup>71</sup> The agreement between the two cities must also include means for implementing those plans. In finality the CAB said:

...it is in the public interest to afford the interested communities a final opportunity to arrive at a voluntary solution as to the location of the airport to be designated and the steps that should be taken to achieve this result at a reasonable time in the future.<sup>72</sup>

The new ruling by the CAB was due in large part to the insistence of the Bureau of Economic Regulations, a

---

<sup>70</sup>Ibid., p. 1, sec. 1.

<sup>71</sup>Quoted in Klinefinger, "CAB Tells...", op. cit., p. 1, sec. 1.

<sup>72</sup>Ibid., p. 1, sec. 1.

subordinate agency within the CAB. Following the Newmann decision that neither airport would be adequate for a regional airport, the Bureau of Economic Regulations conducted a study in which they disagreed with Newmann. The Bureau stated that public convenience and necessity dictated that a single airport was best, and that Greater Southwest International Airport was that airport.<sup>73</sup> The Bureau was partially successful, as the CAB decided not to designate Greater Southwest International Airport as the regional airport, but gave the cities one more opportunity to arrive at an equitable settlement.

The latest announcement was received in various manners by the different parties. The airlines, in a prepared statement, welcomed the ruling and announced that the regional concept was what they wanted all the time.<sup>74</sup> The airlines then assumed a "wait-and-see" attitude towards what the two cities would do. The real burden of action was placed directly upon the two cities. Faced with a possible forced decision by the CAB that neither city would like, they were almost forced to begin some sort of

---

<sup>73</sup>Burlage, op. cit., p. 66. Also see Bureau of Economic Regulations, Dallas Fort Worth Regional Airport Investigation Docket 13959, brief to Civil Aeronautics Board, Washington, D.C., July 29, 1964.

<sup>74</sup>"Airlines Await Decision of Two Cities on Airport," Dallas Morning News, October 1, 1964, p. 14, sec. 1.

negotiations for a mutually arrived-at settlement. Dallas Mayor Eric Jonsson initially adhered to the idea that Love Field was to be the primary field in the area.<sup>75</sup> Gradually, however, he, and other Dallas leaders abandoned the "Love Field forever" concept and assumed the attitude of trying to maintain Love Field as long as possible, perhaps six to ten years, with the understanding that eventually Love Field must lose in the contest.<sup>76</sup> Fort Worth set a nine-point statement, which outlined their policies toward any new airport that might be built. Among the points were the ideas that the airport should be located adjacent to Greater Southwest International Airport, planning and construction should begin not less than four years away, a North Central Texas Airport Authority be formed to administer airport needs and officials of both cities cooperate fully on all negotiations.<sup>77</sup>

#### Tragedy Then Triumph: A Goal Realized

Closed-door negotiations began between the two cities

---

<sup>75</sup>"Dallas Officials Will Search for Arrangements on Airport," Dallas Morning News, October 1, 1964, p. 1, sec. 4.

<sup>76</sup>Kent Biffle, "Airport Factions Steam up More but Disagree Less," Dallas Morning News, March 28, 1965, p. 23, sec. 1.

<sup>77</sup>"Position Set Out by Friedman," Dallas Morning News, March 25, 1965, p. 7, sec. 1.

in October, 1964, in which basic agreements were affirmed.<sup>78</sup> The negotiations were apparently conducted in an atmosphere of cooperation and compromise, for neither city favored an imposed settlement by the CAB. Meanwhile, other people were working toward a solution of the airport problem. Fort Worth State Senator Don Kennard introduced a proposed constitutional amendment in the Texas Senate on January 8, 1965.<sup>79</sup> This amendment would allow counties to set up regional airport authorities with taxing power. At the same time, the Fort Worth state legislators introduced a bill creating a North Central Texas Airport Authority, pending the passage of the constitutional amendment by the voters of Texas.<sup>80</sup>

Factionalism and dissention between the two cities carried to the State Legislature. Dallas Senator George Parkhouse immediately voiced opposition to the Fort Worth introduced bill due mainly to the fact that he had been excluded in preparation of the bills.<sup>81</sup> This opposition

---

<sup>78</sup>Eddie Highes, "GSIA Role Said Agreed to by Dallas," Dallas Morning News, March 24, 1965, p. 1, sec. 1.

<sup>79</sup>Jimmy Banks, "Air Authority Bill Patched and Passed," Dallas Morning News, April 7, 1965, p. 8, sec. 1.

<sup>80</sup>Carl Freund, "Airport Bill Faces Possible Obscurity," Dallas Morning News, March 25, 1965, p. 1, sec. 1.

<sup>81</sup>Richard Moorehead, "Action Slated on Airport, ACS Issue," Dallas Morning News, April 4, 1965, p. 19, sec. 1.



immediately brought charges from the Fort Worth legislators that Dallas was dragging its feet on the creation of a regional airport, an accusation which Mayor Jonsson denied.<sup>82</sup> In floor action, Senator Parkhouse introduced, and had approved, an amendment to the constitutional provision which would exempt Dallas County from the counties that could be formed into an authority. This amendment effectively killed any hope for an airport authority for Dallas and Tarrant Counties, for without Dallas County, Tarrant County would have to finance and construct the airport alone.

In Dallas and Fort Worth, concern over this turn of events prompted Dallas City Attorney Henry Kucera to draft a substitute bill which would call for a constitutional amendment vote on a regional airport authority establishment in the November, 1966, general elections. Endorsed by both the Dallas and Fort Worth City Councils, the substitute measure specified that the director of an airport authority could levy a tax of up to seventy-five cents for \$100 valuation on real and personal property, with rail, truck, bus and pipelines exempted from taxation.<sup>83</sup> The authority

---

<sup>82</sup>Carl Freund, "Airport Bill Faces....," op. cit., p. 1, sec. 1.

<sup>83</sup>Exemptions for all rail, bus, and truck lines was granted because these were competitors of airlines and the airport would further profit for the airlines.

could have its own tax assessor-collector. In addition, the authority could issue tax or revenue bonds to build and equip airfields.<sup>84</sup> All counties which wished to join in an airport authority would have to secure county-wide approval from the voters in the county.

The substitute bill won approval from both the Dallas and Fort Worth legislators, and the bill passed unanimously in the Texas House (122 for-0 against), and the Texas Senate (29 for-0 against).<sup>85</sup>

During the legislative arguments, the national government once again became concerned at the lack of progress made by both cities toward a negotiated settlement. As a result of this concern, Examiner Ross Newmann was reassigned to the Dallas-Fort Worth case by the CAB. The CAB ordered a reopening of airport talks, but no timetables were set. It seems as though the government was providing Examiner Newmann in an advisory capacity to help the two cities solve problems with which they alone could not cope.<sup>86</sup> No new public hearings were ordered.

---

<sup>84</sup>Carl Freund, "Airport Authority Compromise Voted," Dallas Morning News, May 7, 1965, p. 4, sec. 1.

<sup>85</sup>Ibid., p. 4, sec. 1.

<sup>86</sup>R. E. Baskin, "CAB Orders Reopening of Airport Talks," Dallas Morning News, April 14, 1965, p. 4, sec. 1.

The cities were continuing closed-door negotiations, with evidences of real compromise being suggested. Fort Worth would allow a major portion of the airport to be closer to Dallas for the first time. Fort Worth also agreed to have a portion of the terminal in Dallas County, and agreed to allow the terminal to face toward Dallas.<sup>87</sup> Dallas in return conceded that Love Field could no longer be the primary airport of the region.<sup>88</sup> The CAB, too, was showing more signs of compromise as the two cities grew near an agreement. Upon petition by Dallas, the CAB extended the 180-day deadline beyond its March 29 date.<sup>89</sup> Negotiations continued, and finally on May 27, 1965, a major breakthrough was announced. The cities announced tentative agreement on an airport site and beginning plans for development.<sup>90</sup> The two cities agreed to start planning immediately on a regional airport to be located between the two cities, with a 1971 target date set for first phase of completion, with a two year lee-way included. An interim bi-city authority was created pending the vote on the

---

<sup>87</sup>Kent Biffle, "Airport Factions...", op. cit., p. 23, sec. 1.

<sup>88</sup>Ibid., p. 23, sec. 1.

<sup>89</sup>Ibid., p. 23, sec. 1.

<sup>90</sup>Carl Harris, "Cities' Accord Calls for 1971 Airport Target," Dallas Morning News, May 30, 1965, p. 1, sec. 1.

constitutional amendment in November, 1966. A consultant was to be named immediately, and was to have a complete study ready within sixty days. The initial financial burden was to be assumed by both cities. The land was to be secured as soon as possible, and the plans were to be submitted to the CAB for its approval. Said Examiner Newmann:

I think we've arrived at a momentous decision... We have finally reached the place where we have a good relationship and agreement. The... [CAB] felt this matter better not be forced by the federal government.... All of us are very happy that it never reached the state of federal intervention.<sup>91</sup>

Fort Worth and Dallas were both pleased with the agreement. Former Fort Worth Mayor Bayard Friedman expressed sorrow that it took federal pressure to get cooperation from the two cities.<sup>92</sup> The board that was created to act in the interim pending the constitutional amendment vote was composed of six members: three from each city. It was a forerunner of the Dallas-Fort Worth Regional Airport Board, and had power to establish and coordinate regional airport planning. It could apply for national funds, and could dispose of all matters necessary to the development

---

<sup>91</sup>Quoted in Ibid., p. 1, sec. 1.

<sup>92</sup>"Friedman Declines to Claim Victory," Dallas Morning News, May 30, 1965, p. 20, sec. 1.

of a regional airport.<sup>93</sup> Both city councils approved the general plans, and furnished \$10,000 each for initial operating expenses.<sup>94</sup> On October 9, 1965, Fort Worth voters approved a general revenue bond proposal of \$67,250,000, of which \$7,500,000 was to be devoted to airport site purchases.<sup>95</sup>

The only real obstacle left was the passage of the constitutional amendment in the November general elections and passage of subsequent specific enabling legislation by the Texas Legislature. The voting for the group of constitutional amendments among which the regional airport amendment was included was generally lacking in enthusiasm. Only slightly more than 900,000 statewide votes were cast, but when the votes were in, Constitution Amendment Number Two (Permission to Set Up Airport Authorities) was approved by a vote of 528,000 to 424,000.<sup>96</sup> The cities of Dallas and Fort Worth voted for the amendment, but many Dallas suburbs voted against it.<sup>97</sup>

---

<sup>93</sup>Contract and Agreement Between Dallas and Fort Worth (Dallas: City of Dallas, April 15, 1968).

<sup>94</sup>Carl Harris, "Both Councils Give Approval to Airport Site," Dallas Morning News, September 28, 1965, p. 1, sec. 1.

<sup>95</sup>Ibid., p. 1, sec. 1.

<sup>96</sup>Gene Ormsby, "Small Towns Reject Airport Question," Dallas Morning News, November 9, 1966, p. 2, sec. 1.

<sup>97</sup>"Amendments: The Totals," Dallas Morning News, November 9, 1966, p. 14, sec. 1.

In accordance with the constitutional amendment, the Texas Legislature passed enabling legislation allowing the two counties to join in a regional airport board. The North Central Texas Airport Authority Act was introduced in the Senate as Senate Bill 6. It passed the Senate on February 6, 1967 (28 yeas to 0 nays), and passed the House on February 16 (147 yeas to 0 nays), and was signed into law soon after passage.<sup>98</sup>

The vote within the two counties was held on June 6, 1967. This represented the final barrier to the establishment of bi-county Regional Airport Authority.<sup>99</sup> Passage by voters of both counties would signal the go-ahead for the plans already drawn. In Dallas almost every political action group endorsed the proposal. The Dallas Chamber of Commerce, the Mayor, the City Council and the Dallas Negro Chamber of Commerce all publically endorsed it. Only the Dallas Lower Tax Committee opposed it, fearing it would raise taxes.<sup>100</sup> Tarrant County political leaders had endorsed it also. The results of the election were a

---

<sup>98</sup> General And Special Laws of the State of Texas, Volume I (Austin: State of Texas, 1967), p. 23.

<sup>99</sup> Gene Ormsby, "100,000 Expected to Vote on Airport Authority," Dallas Morning News, June 6, 1967, p. 1, sec. 1.

<sup>100</sup> Ibid., p. 1, sec. 1.

complete surprise to all, and posed a definite setback for the Airport Authority when Tarrant County approved the measure by a vote of 24,125 to 8,747, but Dallas County rejected the measure by a vote of 24,125 to 26,385.<sup>101</sup> Dallas City voted for the measure, but the surrounding suburbs struck the fatal blow as they voted against it. Only Richardson and Irving of the politically important suburbs approved of the Board.<sup>102</sup> Defeat was attributed to the fact that there was no real campaign to mobilize the forces for it, combined with a general fear that passage would mean higher taxes.<sup>103</sup>

The leadership of the two cities now found a real dilemma confronting them. With national pressure insistent on an airport settlement, they were stalemated by the ballot box in their attempt to find a workable solution. They began seeking new avenues for legal cooperation, and found a remedy in a 1947 Texas statute. Under the Municipal Airports Act passed in 1947,

... any two municipalities are specifically authorized to make such agreement necessary

---

<sup>101</sup>Gene Ormsby and Carl Freund, "Airport Rejected in Dallas County," Dallas Morning News, June 7, 1967, p. 1, sec. 1.

<sup>102</sup>Ibid., p. 1, sec. 1.

<sup>103</sup>Ibid., p. 1, sec. 1.

for the joint acquisition and operation of airports and air navigation facilities.<sup>104</sup>

The law provided that each municipality could levy a special tax up to five cents per \$100 valuation for airport purposes, and could issue self-liquidating revenue bonds. They could also accept federal and state funds.<sup>105</sup> As a check upon the authority, approval of both City Councils was necessary before any revenue bonds could be issued. In addition, each City Council had to approve the Board's annual budget before it could become effective.<sup>106</sup>

This statute gave new life to joint two-city cooperation. As a spur to the two cities following the discovery of the law, the FAA announced that it was ready to prepare funds if Dallas and Fort Worth were ready to contribute matching funds. The two cities took the cue, as Dallas Mayor Jonsson proposed that the two cities build the joint airport and share the cost relative to population, with Dallas assuming roughly two-thirds of the burden and Fort Worth assuming one-third. Fort Worth Mayor McKinley termed the

---

<sup>104</sup>Municipal Airports Act, Article 46(d), Vernons Annotated Revised Civil Statutes, Volume I (Kansas City, Missouri: Vernon Law Book Company, 1967), p. 264.

<sup>105</sup>Carl Freund, "Two-City Airport Parleys Predicted on 1947 Statute," Dallas Morning News, June 8, 1967, p. 4, sec. 4.

<sup>106</sup>Burlage, op. cit., pp. 86-87.



idea "just great."<sup>107</sup> The Aviation Board recommended that Fort Worth continue land purchases with the \$7,500,000 bond which its voters had approved earlier.<sup>108</sup> Dallas also began assuming its financial responsibility, as a bond vote with \$7,500,000 for land acquisition was approved by a vote of 53,263 to 28,514, on August 8, 1967.<sup>109</sup> This financing matched what Fort Worth was using for land purchase.

Plans were developing for the terminal. The firm of Tippetts-Abbett-McCarthy-Stratton (TAMS) was contracted by the Airport Board to draw the initial plans.<sup>110</sup> The TAMS plans were submitted, but due to the nature of aircraft design and advancement, the TAMS plans were re-examined by Hellmuth, Obata, Kassabaum, and Brodsky, Hopf and Adler (HOK/BHA). These firms created the oval terminal concept, with highways running through the center of the "hubs," as the terminals were called.<sup>111</sup> The location of the Airport was to be approximately 17 miles east of Fort Worth and 17

---

<sup>107</sup>Carl Freund, "Mayor Proposes Two City Airport," Dallas Morning News, June 11, 1967, p. 1, sec. 1.

<sup>108</sup>Ibid., p. 1, sec. 1.

<sup>109</sup>Gene Ormsby, "Record Turnout Puts Bonds Across," Dallas Morning News, August 9, 1967, p. 1, sec. 1.

<sup>110</sup>Dallas and Fort Regional Airport Board, "Planning and Development," (Arlington, Texas: Dallas and Fort Worth Regional Airport Board, 1970), p. 6.

<sup>111</sup>Ibid., p. 6.

miles west of Dallas, straddling the Dallas and Tarrant County lines, and bordered by State Highway 183 on the south and the Denton County line on the north immediately adjacent to Greater Southwest International Airport which occupies the extreme southern portion of the Airport boundaries.

Other areas of cooperation were falling into place. Hal Woodward, Texas Highway Commission official, pledged to help get road traffic in and out of the new facility.<sup>112</sup> The suburbs also pledged to help the airport in any way possible. In interviews with the Dallas Morning News, mayors of Irving, Arlington, Grand Prairie, Richardson, Highland Park and University Park all expressed keen interest in seeing the airport brought to completion.<sup>113</sup> The Airport Board also pledged

... to cooperate with these cities [the suburbs] by the establishment of a permanent liaison committee, creation of joint zoning boards, and by assigning one member of the administration staff to keep in touch with the day-to-day problems.<sup>114</sup>

The crowning achievement of cooperation between Dallas and Fort Worth was accomplished with the establishment of

---

<sup>112</sup>Carl Freund, "Sharing in Cost of Roads Urged," Dallas Morning News, January 17, 1968, p. 1, sec. 4.

<sup>113</sup>Carolyn Barta, "Airport Help Weighed by Suburbs," Dallas Morning News, June 12, 1967, p. 1, sec. 1.

<sup>114</sup>"Airport Assumes Dallas-Fort Worth Aviation Role," Dallas Morning News, November 10, 1968, p. 8, sec. 7.

the permanent Dallas-Fort Worth Regional Airport Board on April 15, 1968.<sup>115</sup> The contract was signed between the two cities in compliance with the Municipal Airports Act of 1947, and supplanted the interim Regional Airport Board created in 1965. The exact powers and duties of the Board will be explained in a following chapter, but as a general explanation, the Board is charged with maintenance, construction and development of the Dallas-Fort Worth Regional Airport. The Board began functioning at its organizational meeting on May 1, 1968. Dallas Mayor Eric Jonsson was elected chairman, and Mr. Thomas Sullivan, former First Deputy Director of Aviation for the Port of New York Authority, was appointed Executive Director and "... charged with the task of assimilating the finest staff possible to carry out the planning, engineering and daily operational tasks."<sup>116</sup>

Planning and concrete actions progressed rapidly. On November 17, 1968, it was announced that the Airport Board had received a \$1,000,000 grant from the FAA.<sup>117</sup> On November 16, the Board awarded the initial contract for

---

<sup>115</sup>Contract and Agreement..., op. cit., p. 1.

<sup>116</sup>Dallas and Fort Worth Regional Airport Board, "Planning..." op. cit., p. 6.

<sup>117</sup>Walter Moore, "Airport Financing Cited," Dallas Morning News, November 10, 1968, p. 7, sec. 1.

construction to Holloway Construction Company of Wixson, Michigan.<sup>118</sup> It was expected that work would begin within three weeks of the contract assignment. Drainage and grading was begun on December 11, 1968, with dignitaries from both cities, the federal government and the suburbs on hand to watch four bulldozers symbolically turn the first sod to begin official construction.<sup>119</sup>

With the start of construction, one phase of the Regional Airport closed and another opened. Closed was the long history of attempts of those interested parties to bring about a regional airport. This history includes many forms of cooperation between levels of government, and in some instances a striking lack of cooperation. Limited also were the existing airports. Greater Southwest International Airport will be closed to all flights, with the possibility of making the facility into an industrial park being discussed. Dallas Love Field will also assume a lesser role, becoming a general aviation and cargo airport. All commercial passenger air transport service will be transferred to the new Regional Airport. Opening is the new continuing chapter of the airport: the actual

---

<sup>119</sup> Carolyn Barta, "Construction Signals Start of Airport," Dallas Morning News, December 12, 1968, p. 1, sec. 4.

construction process and the proposed opening of the facility. What were the significant degrees of cooperation (or lack of cooperation), and what are the degrees of cooperation today? The remainder of this study will explore these relationships, beginning with the local-local relationships.

## CHAPTER II

### LOCAL-LOCAL RELATIONS

The Dallas-Fort Worth Regional Airport is, as has been discovered, largely a local undertaking. Local government means units such as "... cities, towns and school districts, that are smaller than the member states of the Union."<sup>1</sup> Counties will be exempted from this definition, and will be treated as subdivisions of the State of Texas in a later chapter. Undertaken in a bi-city contractual agreement, the Regional Airport had its roots in localism, although it extends into other spheres through cooperation. It is the Dallas-Fort Worth Regional Airport Board, which was created by the contractual agreement, that is the heart and nerve center for almost all Regional Airport coordination, planning and construction.

#### The Dallas-Fort Worth Regional Airport Board

Created on April 15, 1968, as a successor to the interim Airport Board, the Regional Airport Board was given

---

<sup>1</sup>William Anderson, Federalism and Intergovernmental Relations (Chicago: Public Administration Service, 1946), p. 110.

broad powers in exercising control over the Airport.<sup>2</sup>

### Membership

The Board has eleven members, with both cities represented in proportion to its population in the preceding census (1960). Currently, Fort Worth has four members and Dallas has the other seven members. The Board members are appointed by the respective City Councils, and they must be a citizen of and have resided in the city for at least one year immediately preceding their appointment. In addition, they must have been qualified taxpaying voters in Texas for at least three years immediately preceding the appointment. Each Board member serves for a four-year term, but the initial selection was done in staggered fashion to insure the rotation of members. No person may serve more than two consecutive terms.

### Meetings, Officers, Vacancies and Salaries

There is one public monthly meeting required, and other meetings may be scheduled when deemed necessary. Eight members at a meeting constitutes a quorum and six members concurring is necessary for official action. There is a

---

<sup>2</sup>Unless otherwise stated, the material for this section comes from Contract and Agreement Between Dallas and Fort Worth (Dallas: City of Dallas, April 15, 1968).

chairman and a vice chairman elected to preside at the meetings. Vacancies are filled by the appropriate City Council. The members are entitled to no compensation for their duties, save for reimbursement of actual expenses incurred in the discharge of their duties as Board members.

#### Powers and Professional Services

The Board can contract for any professional services it needs and fix the time, manner and payment for these services. In addition, it can employ and compensate an executive director. Other professional offices may be created as needed. The executive director is the chief administrative and executive officer of the Board, and is empowered to select and appoint other persons to fill needed positions and offices, based on a merit system established by the Board.

#### General Powers of the Board

The Board may plan, acquire, develop, maintain, operate, regulate and police all of the Airport, air navigation facilities, airport hazards and all lands subject to the contract between the two cities. This power is very broad, and enables the Board to exercise the flexibility necessary to cope with any situations which might arise.

#### Contractual Power

The Board may enter into contracts, leases and other



arrangements with any person, association of persons, firms, or public or private entity or corporation for terms not to exceed forty years. This authorization also includes the use of space for commercial purposes, and the supplying of goods, commodities and services at the Airport. The Board can establish terms and conditions and fix the charges, fees or rentals for such privileges and services. (Concessions in the two existing airports will receive first choice in assignment of concessions in the new Airport).

#### Airport Improvements

The Board may also contract with any person or firm or private or public entity or corporation for planning, supervising, financing and constructing facilities, or the Board may itself construct or obtain necessary items for the efficient operation and maintenance of the Airport. Any action of this type is subject to bi-city agreement and state law compliance. Agreements of lease may be made in contemplation of the issuance of revenue bonds of the two cities to finance the construction or acquisition of the facilities to be leased, but the bonds are to be secured and made payable only from income produced by the rentals or other payments specified in the lease. Lease terms and conditions are made by the Board and approved by the

respective City Councils when the issuance of revenue bonds is involved.

#### Terms of Contracts

Any leases, franchises or operating agreements which might involve a future monetary commitment may be made by the Board, subject to any statutory requirements or restrictions applicable. These contracts must: (1) specify the source of payment of funds that are required to be expended by the contract; (2) be signed and executed by the Board with no further action if the payment source is from the current and previously budgeted items as approved by the respective cities; (3) be executed by Board action if the payments are to be made concurrent with the services performed; and (4) be submitted to the respective City Councils for ratification and concurrent tax levies in support of the contracts.

#### Police Powers

The Board shall have the power to adopt and enforce rules and regulations for the orderly, safe and sanitary operation of the airport, and to employ and constitute its own peace officers. These police officers may make arrests for offenses on property under the Board's jurisdiction. Reasonable penalties may be prescribed by the Board for

the violation of any rule or regulation, not exceeding a fine of \$200. All rules and regulations shall become effective upon approval of the City Councils of the two cities and after publication of a substantive statement of the rule and the penalty for its violation.

#### Property Condemnation

All condemnation or eminent domain authority that may be necessary for land or facility acquisition essential in the development of the Airport has been granted to the Board. The Board shall forward eminent domain proceedings to the two cities, requesting condemnation in either the name of the cities individually or jointly, and the property condemned shall be held by the city or cities until conveyed to the Board. The Board cannot dispose of real property, airport air navigation facilities, or property rights unless the consent of the governing bodies of the two cities is obtained.

#### Zoning

The power to create, adopt and enforce appropriate zoning regulations to protect the Airport and its associated facilities from obstructions and hazards to landings and takeoffs is given to the Regional Airport Board. The Board is legally considered a political subdivision of the State of Texas.

### Financing the Airport

The Board is authorized to accept, receive, disburse, spend and repay Federal and state monies, and monies advanced by the cities. All monies will be used under the terms and conditions set in the contract.

A Joint Airport Fund is created for the purpose of accurately recording and accounting for the ownership, operations and properties contributed and committed by the cities to the airport venture. Special and separate accounts within the Joint Airport Fund are authorized. Currently three special funds have been created: the Initial Capital Contributions Account, the Construction Fund, and the Operating Revenue and Expense Fund.

The contributions to the Fund shall be in the proportion of 4/11 from Fort Worth and 7/11 from Dallas. Any initial expenses incurred by the Board is disposed of through this formula.

The yearly operating budget of the Board must be approved by the City Councils of Dallas and Fort Worth.<sup>3</sup> Aside from the initial land acquisition contributions, the Airport is to be financed solely through self-liquidating

---

<sup>3</sup>Municipal Airports Act, Article 46d-14(d)1, Vernons Annotated Revised Civil Statutes, Volume I (Kansas City, Missouri: Vernon Law Book Company, 1967), pp. 276-277.

bonds. No taxation is anticipated.<sup>4</sup> To date, \$135,000,000 in bonds has been distributed for initial construction.<sup>5</sup>

#### General Checks on the Regional Airport Board

Besides the check of the yearly budget approval, the Municipal Airport Act also limits the Board several other ways through the City Council approval technique. No sums beyond those allocated can be spent unless approved by the two city councils. Eminent domain, disposal of property, police regulations and joint fund contributions must be approved by the respective City Councils. These limitations serve as a potential limit upon the Board, for no matter what the ratio is in the Regional Airport Board, either City Council may act as a preventive barrier to any measures simply by withholding consent. This tactic has not been used to date, however.

#### Importance of the Regional Airport Board

As these enumerated powers indicate, the actual planning, construction and completion of the Airport rests almost entirely with the Airport Board, with the cities holding

---

<sup>4</sup>Dallas and Fort Worth Regional Airport Board, "Planning and Development," (Arlington, Texas: Dallas and Fort Worth Regional Airport Board, 1970), p. 9.

<sup>5</sup>Dallas and Fort Worth Regional Airport Board, "Historical Development," (Arlington, Texas: Dallas and Fort Worth Regional Airport Board, 1970), p. 1.

a potential veto power. As an almost separate unit of government, it exercises the powers necessary to make it an effective body. The Board typifies a high degree of cooperation, for it was formed through a voluntary bi-city contractual agreement.

#### The North Central Texas Council of Governments

The North Central Texas Council of Governments (NCTCOG) is one of the many councils of government organized throughout the State of Texas. It consists of nine counties, 92 cities, 19 school districts, and five other districts.<sup>6</sup> NCTCOG was the first council of government established in Texas (1966). It operates with an executive board, composed of eleven members selected from various groups, and a general assembly, composed of one voting representative from each of the member governments.<sup>7</sup> It operates under state enabling legislation as a voluntary association for the purposes of "promoting intergovernmental cooperation, conducting comprehensive regional planning and providing a forum for the study and resolution of area-wide problems."<sup>8</sup>

---

<sup>6</sup>Office of the Governor, Directory of Regional Councils in Texas (Austin: Office of the Governor, 1970), p. 73.

<sup>7</sup>Ibid., pp. 72-73.

<sup>8</sup>Dallas and Fort Worth Regional Airport Economic Impact (Arlington, Texas: North Central Texas Council of Governments, 1970), inside cover. See also Article 1011m, Vernons Annotated Civil Statutes for the enabling legislation.

### Regional Airport Environs Study

Chief among the efforts of cooperation developed by the NCTCOG is the Regional Airport Environs Study. This package of advisory materials has been arranged in four areas: a compatible land use study, an economic impact study, an area growth forecast study and a cooperative planning program study.<sup>9</sup> These four studies represent the effort of the NCTCOG to assist local governments with facing the challenges and opportunities the development of the Airport presents. Included in the Environs Study are projects detailing the impact of aircraft sound and height restrictions on surrounding communities, economic impact projects and populations trend forecasts. The NCTCOG makes these groups of information available to all communities which request them.

In addition, the Environs Study of the NCTCOG is participating in a special ten-city cooperative program designed to make a broad spectrum of data and suggestions available to these ten cities. Included in this special project are studies affecting over acceleration of urban growth, thoroughfare plans, advancement of water and sewage treatment plants, base map compilation, development of new

---

<sup>9</sup>Directory of Regional..., op. cit., pp. 74-75.

building codes (already in effect in Irving) and new tax estimates for local governments.<sup>10</sup>

#### Regional Science Research Institute

The NCTCOG has also employed the Regional Science Research Institute (RSRI) of Philadelphia, to conduct studies relating to the regional concept. This non-profit regional speciality organization is currently engaged in research of the economic, social and political effects the Airport has or will have on the entire area. These studies are intended to provide an "umbrella" type of planning for the entire region, providing a framework within which more specific planning can occur.<sup>11</sup> The finished report is not yet complete, but from time to time RSRI releases to NCTCOG specific findings of their research.

#### NCTCOG and Local Communities

The NCTCOG will, upon request, make presentations, lectures and programs to individual communities about the Airport or any services available to the communities by the NCTCOG. The Council has also engaged in individual consultation with separate cities about specific problems

---

<sup>10</sup>Dallas and Fort Worth Regional Airport Economic...,  
op. cit., p. 1.

<sup>11</sup>Ibid., p. 2.



confronting that city in planning for the Airport. The Regional Transportation Study is also conducted by the Council. This Study interprets the needs of the region's entire transportation structure, including the Regional Airport.<sup>12</sup>

#### Joint Airport Zoning Board

On November 10, 1970, NCTCOG Director William Pitstick announced the intention of the Council to help form a Joint Airport Zoning Board (JAZBO).<sup>13</sup> He invited selected city and county officials of the area to attend the preliminary meeting to be held on Thursday, December 17, 1970. Among those invited were fourteen area towns and three area counties. At this December meeting, initial plans were drawn for formation of JAZBO, under statutory authority granted by the State of Texas.<sup>14</sup> In order for the formation to occur, each individual governmental unit would have to pass legislation authorizing it to become a member of JAZBO. A sample county ordinance was provided. Plans now include

---

<sup>12</sup>Directory of Regional..., op. cit., pp. 73-74.

<sup>13</sup>Letter from the NCTCOG, Arlington, Texas, March 10, 1971, and Adjenda of the JAZBO Organizational Meeting, December 17, 1971. Unless otherwise stated, the material from this section came from these sources.

<sup>14</sup>See Vernons Annotated Revised Civil Statutes, Article 46e-1 through 46e-15, authorizing airport zoning boards to cope with airport hazards.

the formation of JAZBO, then forming the Joint Airport Zoning Commission (JAZCO), and the Joint Airport Zoning Board of Adjustment (JAZBA), to operate in cooperation with JAZBO. JAZCO's function will be to prepare zoning regulations and hold hearings in regard to zoning rulings. JAZBA's function will include holding hearings for zoning adjustments and changes.

JAZBO will have two members from each unit participating, with a chairman appointed from among its membership. The term of all the members will be two years. It is not known what the composition of JAZCO or JAZBA will be, but it is presumed that JAZBO will still be the parent organization and will assume final authority on all matters pertaining to JAZBO, JAZCO and JAZBA decisions.

#### Regional Airport Advisory Committee

The Regional Airport Board and officials of the communities bordering the airport formed the North Texas Regional Airport Advisory Committee in July, 1968. Initially the cities of Hurst, Euless, Grapevine and Irving, and the independent school districts of Hurst-Euless-Bedford, Grapevine, Irving and Carroll comprised the committee. The stated purpose of the committee was to speed construction of the Airport with the assurances that the Board would

work with smaller communities on matters affecting them.<sup>15</sup>

The Committee currently has agreed to allow the Airport to own, operate and maintain airport facilities in the mid-cities city limits, to have cities close and abandon streets on airport property, to zone adjacent property for uses compatible with the Airport, to establish a permanent zoning board (JAZBO) with the cities and the Board equally represented and to enact ordinances to protect from nuisance suits from landowners' claims. The cities in return have asked that the Airport be considerate in acquiring land within city limits, for the Airport land is tax exempt, and to assure that the contract with the airlines provides that airline property be taxable by the cities.<sup>16</sup> In addition, the Board and the Committee assist school districts in noise abatement and school location, to assure noise-free schools.

Working with these smaller communities will help to alleviate much discomfort and fear about the new Airport, for the Airport is taking large amounts of land from the taxable base of the communities and the surrounding school districts.

---

<sup>15</sup>Burlage, Federalism's Expanding Dimensions: A Case Study of Decision-Making of the Dallas Fort Worth Regional Airport. Unpublished Masters Thesis: North Texas State University, 1969, p. 121.

<sup>16</sup>Ibid., p. 122.

### Other Local Cooperation

Cooperation from other sources has also helped the development of the Airport. The Regional Airport contacted the Trinity River Authority to provide sewage and waste disposal for the Airport on January 15, 1970.<sup>17</sup> The Trinity River Authority is a special authority which provides sewage and waste treatment disposal for a large portion of Dallas County. The Chambers of Commerce of the involved cities have all progressively advocated the building of the Regional Airport since it became apparent that it was to be built. The Airline Pilot's Association, a private group, has in the past actively advocated a Regional Airport, and has lobbied to that end.<sup>18</sup> For the most part, the airlines involved have favored a regional airport, due largely to economic and convenience motives.<sup>19</sup>

The various localities have displayed a considerable degree of cooperation because many realize they have much to gain from the new Airport. Next is the examination of relations at the local-national level.

---

<sup>17</sup>"Contract to Provide Sewage-Disposal-Services for the Regional Airport, C-1684," City of Fort Worth, Mayor and Council Communication, unpublished proceedings of Fort Worth City Council, March 3, 1970.

<sup>18</sup>Burlage, op. cit., p. 135.

<sup>19</sup>Burlage, op. cit., p. 135.

### CHAPTER III

#### LOCAL-NATIONAL RELATIONS

Throughout the history of the Regional Airport, and even to the present day, the national government has played an extensive role in its development. Largely by-passing the State of Texas, the localities and the national government have cooperated in many detailed ways. Much of this direct cooperation is attributable to the State Municipal Airport Act of 1947, which allowed the national government to bypass the State and grant monies directly to the Regional Airport Board.<sup>1</sup> The bi-city contract signed by Dallas and Fort Worth which created the Dallas-Fort Worth Regional Airport Board also allowed the Board to accept national and state monies directly.<sup>2</sup> The efforts of the national government have been monetarily related, as will be shown, but the national government has also contributed greatly in giving advisory assistance to the regional airport concept itself.

---

<sup>1</sup>See Chapter One for an explanation of the Municipal Airports Act of 1947.

<sup>2</sup>See Chapter II for a complete explanation of the powers of the Dallas-Fort Worth Regional Airport Board.

### The CAB and FAA

Although the goal of the national government in trying to promote the regional concept is unclear, historically it has urged the two cities to cooperate in the regional endeavor. Primarily the national government has used its persuasive power through two agencies: the Civil Aeronautics Board and the Federal Aviation Agency. Both agencies are statutory creations of the government designed to oversee and regulate different phases of the air transport and traffic industry in the United States.<sup>3</sup> Briefly, the CAB has authority over economic regulation of air carriers, such as carrier certification, fare applications and route allocations, air accident investigations and administration of federal subsidy payments to airlines.<sup>4</sup> The FAA jurisdiction over air safety regulations, such as certification of airmen and inspection of aircraft, research and development, evaluation and certification of air traffic systems and facilities, operation of air navigation aids (communications and control towers), air traffic and air traffic

---

<sup>3</sup>For the CAB, see Civil Aeronautics Act, Statutes at Large, LII, 973, (1938). For the FAA, see Federal Aviation Act, Statutes at Large, LXX, 731 (1958).

<sup>4</sup>William Jordan, Airline Regulations in America: Effects and Implications (Baltimore: John Hopkins Press, 1970), pp. 1-2.

control management and the administration of national grants-in-aid programs.<sup>5</sup> These powers enable the two agencies to wield considerable influence in the field of air transportation, for without CAB route certification, for example, airlines cannot establish new routes or make route changes. By the same token, the FAA classifies airports as to the size and the amount of traffic they can handle; if the airport does not meet FAA certification, then there are limits to the number of carriers it can handle, and the size of airplane that can use the facility. Control towers and sophisticated electronic machinery must also meet FAA standards for such things as night flights and poor weather landings and takeoffs.

Rather than assuming a dictatorial "big brother" position that they could have done, the two agencies maintained perhaps what would best be described as a firm suggestive position. Repeatedly they offered suggestions that one regional airport would best suit the area. Only once did the national government use something considerably more than persuasive suggestion: when it gave the two cities 180 days to find an equitable settlement, or national action was strongly implied. It is this threatening action

---

<sup>5</sup>Robert Burkhardt, The Federal Aviation Administration (New York: Frederick A. Praeger, 1967), pp. 25-26.

which received the attention of the cities, however, and largely because of this mandate, the cities came to an agreement.

The national government has been ready to back persuasion with monetary assistance. In the 1940's, the national government offered financial assistance three times to the cities for help in developing a regional airport, and in the 1960's, it offered money once.<sup>6</sup> These financial assistance offers tend to affirm the desire and intention of the national government to obtain a regional airport.

In addition to the persuasive aspect of the national government action, it also acted in an advisory or mediary capacity. This is especially true of Commerce Secretary Jesse Jones in 1943, when he tried to act as a great compromiser in terminal location. Examiner Newmann also played this role during the cooperative period immediately before the creation of the interim Regional Airport Board, for he was assigned to the project as an advisor with the intention of polishing and coordinating the rough spots in cooperation and negotiation.

---

<sup>6</sup>See Chapters I and V for an historical account and a conclusion about the role of the national government, respectively.



The FAA and CAB must approve the new facility for commercial purposes upon its completion. The runways, control tower, and electronic equipment all are currently being built or installed to meet FAA and CAB requirements. The Regional Airport Board and the airline companies have signed an Airline Use Agreement authorizing the transfer of commercial flights from Love Field and Greater Southwest International Airport to the new Regional Airport, an order which must be approved by the CAB.<sup>7</sup>

#### Financial Assistance

The national government currently provides financial assistance to the Regional Airport. Most of this assistance comes from two legislative acts, the Federal Aid Airport Act, in effect until 1970, and the Airport Development Aid Act, which went into effect in 1970 and supplanted the Federal Aid Airport Act.<sup>8</sup>

Under the Federal Aid Airport Act, a total of \$7,500,000 has been appropriated for the Regional Airport. This includes \$2,000,000 for land acquisition, \$4,500,000 for clearing and grading, drainage, terminal aprons and taxiways,

---

<sup>7</sup>Dallas-Fort Worth Regional Airport Board, "Airline Use Agreement," (Arlington, Texas: Dallas-Fort Worth Regional Airport Board, November 7, 1969).

<sup>8</sup>Federal Aid Airport Act, Statutes at Large, LX, 170 (1946), and Airport Development Aid Act, Statutes at Large, LXXXIV, 219 (1970).

and \$1,000,000 for clearing, draining, grading and taxiways. The \$2,000,000 project began in June, 1966; the \$4,500,000 project began in November, 1967; and the \$1,000,000 project began in February, 1969.<sup>9</sup> None of these projects have been consummated. Under the original law, the money did not have to be channeled through the states, but could be given directly to the governing body of the airport.<sup>10</sup> The money was allocated with matching funds coming from the Regional Airport Board.

Under the Airport Development Aid Act, a total of \$12,000,000 has been allocated, also on a matching fund basis. \$1,000,000 was allocated for land acquisition, \$6,500,000 for access highways and transmission line relocation and \$4,500,000 for a spinal roadway system. None of these projects have yet been consummated. The Regional Airport Board has just submitted a \$3,075,000 application for taxiways, but the request is still being considered by the FAA.<sup>11</sup>

In addition to the money received from these two acts, the Regional Airport Board has received a \$1,000,000 grant

---

<sup>9</sup>Letter from Jim Wright, Representative, Washington, D.C., April 27, 1971.

<sup>10</sup>Federal Aid Airport Act..., op. cit., p. 170.

<sup>11</sup>Letter from Jim Wright, op. cit.

from the Department of Transportation in March, 1970. This grant is made under the authority of the Department to allocate funds for experimental rapid transit.<sup>12</sup> According to the grant, which requires no matching funds, the money is to be used for the transit system in the Airport, which is projected to speed 14,000,000 passengers to their inter-terminal destinations on 21 miles of track.<sup>13</sup>

The Airport Board also has received a Federal Construction Grant of \$1,066,890 for thirty-three per cent of the cost of construction of a new extension of the Bear Creek Sanitary Interceptor for sewage disposal. Another \$905,600 grant to construct a waste treatment plant to treat runoff is now under consideration by the Environmental Protection Agency.<sup>14</sup>

Finally, the NCTCOG has received two large grants from the national government. One grant, for \$2,185,400, for a project to study airport facilities in the area, is on the matching fund formula. The second, for \$5,318,955, is for a regional transportation study. The national

---

<sup>12</sup>Dallas and Fort Worth Regional Airport Board, "Historical Development," (Arlington, Texas: Dallas and Fort Worth Regional Airport Board, 1970), p. 1.

<sup>13</sup>"Water Board Given Grant for Transit Work," Dallas Morning News, March 4, 1970, p. 12, sec. 1.

<sup>14</sup>Letter from Robert E. Fleming, Director of Central Operations, Texas Water Quality Board, Austin, May 28, 1971.

government will pay approximately sixty per cent of the cost.<sup>15</sup>

The National Government in the Labor Question

The United States Department of Labor determines wage rates for projects using federal funds. Generally, the wage scales paid on such a project must be consistent with the prevailing wages paid for corresponding work in the area. Since the Airport is currently receiving national money in its construction, the wage rates for the construction workers are determined in this manner.<sup>16</sup>

Trouble in the construction of the Airport occurred due to a difference in classification of wage rates in the State of Texas. There are two wage rates in Texas: "heavy and highway," and "building," with the former classification being paid approximately two dollars less than the latter classification. The Board scheduled the first grading work as "heavy and highway," and planned to switch to "building" wages when actual construction of the buildings began. The wage scale had been approved by the national government,

---

<sup>15</sup>Office of the Governor, Directory of Regional Councils in Texas (Austin: Office of the Governor, 1970), p. 74.

<sup>16</sup>Burlage, Federal Expanding Dimensions: A Case Study of Decision-Making of the Dallas-Fort Worth Regional Airport. Unpublished Masters Thesis: North Texas State University, 1969, pp. 114-115.

since that was the current wage rate paid for similar work in the area. The Secretary of the Fort Worth Building and Construction Council objected to the lower wage, and asserted that the higher wage should prevail throughout the project, for the work would be an integrated project using both classifications. Since the work was too indistinguishable, he asserted, the higher wage should be paid to all. The lower scale had been determined by the Department of Labor when first queried by the labor officials, so the labor leaders asked for a hearing in January, 1968.<sup>17</sup> The hearing was granted, and at the first meeting union officials charged that the Board was trying to keep expenses low at the expense of labor. The Board and the FAA countered the charge by stating that it was totally untrue. They contended that the Board had determined the wage rates in an entirely honest manner. The hearing Examiner recommended two rates: highway rates would be used for runway work, and building rates would be used for utility work on the runways. The labor leaders appealed, but the Examiner once again reaffirmed the lower rates.<sup>18</sup>

---

<sup>17</sup>"Hearings Begin on Pay for Airport Building," Dallas Morning News, January 31, 1968, p. 5, sec. 1.

<sup>18</sup>Burlage, op. cit., p. 115.

### Other National Relations

The Congress of the United States as a body is involved with the Regional Airport only as appropriations are funded for national grants. Individually, however, several Congressmen, such as Jim Wright and George Mahon, have shown some degree of support for the Regional Airport.<sup>19</sup>

The courts still remain passive bodies and can express opinions only when cases are brought before them, and have yet to play a major role in the Regional Airport.

---

<sup>19</sup>Letters from Representatives Jim Wright and George Mahon, April 16, 1971, and April 21, 1971, respectively.

## CHAPTER IV

### STATE-LOCAL RELATIONS

The activities between the State of Texas and the local entities extends to various Texas agencies, departments and branches, while the local communities are represented largely through the Regional Airport Board. The State of Texas association with the localities extends to the legislative, executive and judicial branches of the State, the Texas Water Quality Board, the Texas Department of Health, the Texas Aeronautics Commission, Texas Counties, and the Texas Highway Department.

#### State Legislative Activity

Most state legislative activity has occurred in the past and has been of an indirect nature. There were attempts by various state legislatures to hasten the one-airport concept, however.

The legislature entered into the airport picture in a large scale when, in 1965, the CAB told the two cities to agree on one airport. The constitutional amendment introduced authorizing county airport authorities was a major

step.<sup>1</sup> Following the passage of the substitute bill prepared by Henry Kucera, the Texas Legislature did little else to further the Regional Airport.

After Dallas County rejected the county regional airport concept, the leadership in Dallas and Fort Worth resorted to the Municipal Airports Act of 1947 to provide a bi-city contractual agreement. This legislative activity, although enacted many years prior to the Regional Airport, once again gave life to the cooperative movement between the two cities. In accordance with its provisions, the Dallas-Fort Worth Regional Airport Board was formed. This Board is, therefore, the legally constituted authority in airport construction, and it derives its power from legislative delegation.

Legislative activity had been used sparingly, but the Municipal Airports Act forms the real legal basis for the establishment of the Regional Airport and the Regional Airport Board.

#### Texas Executive and Judicial Activity

It has been reported that neither the Texas Executive nor the Texas Judiciary has had any involvement in the

---

<sup>1</sup>See Chapter I for a complete historical discussion of the Regional Airport, including the attempts by the Texas Legislature to become involved.



Regional Airport activity. The Executive Department maintains a Division of State-Local Relations, but this agency to this date has had no dealings whatsoever with the Regional Airport Board.<sup>2</sup> The Executive Department does participate indirectly in that the Texas Water Quality Board and the Texas Department of Health are engaged in relations with the Airport, but these agencies function much like independent agencies, and will be treated separately. The Texas Judiciary is, of course, much like the national judiciary: a passive body which must wait until cases are brought before it before action can be affected. No case has so far been carried before the Texas courts.

#### Texas Water Quality Board

There are several agencies and boards within the Texas government which do have, in one way or another, a direct relationship with the Regional Airport. One of these agencies is the Texas Water Quality Board.<sup>3</sup> The Water Quality Board is empowered to regulate water runoff from

---

<sup>2</sup>Letter from Fritz Lanham, Director, Division of State-Local Relations, Office of the Governor, Austin, May 27, 1971.

<sup>3</sup>Texas Water Quality Act, Article 7621d-1, Vernons Texas Civil Statutes (Kansas City, Missouri: Vernon Law Book Company, 1967).

industrial usage sites such as the Regional Airport.<sup>4</sup> It issues permits to corporations and public facilities authorizing water runoff and discharge if the unit making application meets certain health and sanitation requirements. The Regional Airport applied for, and was granted, a discharge permit for industrial waters resulting from the runoff from the paved areas subject to fuel and oil spills. The request was granted to the Airport pending completion of spillage and runoff facilities on the Airport grounds. According to the permit, the Regional Airport Board does comply with the required standards of water purity. The permit will become effective whenever the Airport completes the necessary runoff and drainage filters: approximately May, 1972, and the permit will be valid until revoked.

In addition to certifying water purity standards at the Regional Airport, the Texas Water Quality Board has approved the grant application made by the Airport Board to the national government for the construction of a waste treatment plant to treat airport runoff. The Water Quality Board approved the grant application as required by law, and forwarded the application to the Environmental Protection Agency.

---

<sup>4</sup>Letter from Robert E. Fleming, Director, Central Operations of the Water Quality Board, Austin, May 28, 1971, and from Waste Control Order Number 01441, Texas Water Quality Board, March 26, 1971. Unless otherwise stated, material used in this section came from these sources.

Finally, the Water Quality Board has contracted with the North Central Texas Council of Governments for a regional waste disposal plan, estimating the impact of the Dallas-Fort Worth Regional Airport upon the waste treatment facilities for the entire area, plus a projected growth pattern of waste treatment needs. The report has not been released, but study in this area is progressing.

#### Texas Department of Health

The Regional Airport falls under the jurisdiction of the Department of Health, for the sewage treatment plant at a public facility such as the Airport must meet Department of Health standards.<sup>5</sup>

The Department of Health cooperated with the Regional Airport Board several years ago, when the department was administering the Urban Planning Assistance Program and was supervising comprehensive planning programs for various cities in the Airport area. The Department cooperated at that time with the North Central Texas Council of Governments and their consulting firms in evaluating the effect of the

---

<sup>5</sup>Texas Sanitation and Health Protection Law, Section 12, Article 4477-1, Vernons Texas Civil Statutes (Kansas City, Missouri: Vernon Law Book Company, 1967). Also letter from David M. Cochran, Chief, Plans and Specifications Division of Wastewater Technology and Surveillance, Texas Department of Health, Austin, May 14, 1971. Unless otherwise stated, the material for this section came from this letter.

Regional Airport on these several cities in terms of land use, transportation, population and community services.

More recently, the Department of Health has had direct dealings with the Regional Airport Board. According to statutory provisions, the Regional Airport Board had to submit plans for sanitary sewers to the Department for approval. This was done early in 1970, and on November 8, 1970, the Department of Health notified the engineering firm of Freese, Nichols, Endress, Rady and Associates (who were the construction specialists contracted to build the Airport Sewage system) of the Department's approval of Phases I and II of the sewage treatment plans. Also approved was the contractual agreement between the Airport Board and the Trinity River Authority, the agency that will treat the Airport sewage, and the public water system on the Airport grounds.

#### Texas Aeronautics Commission

Perhaps one of the greatest oddities in the entire field of intergovernmental relations, or lack of intergovernmental relations, surrounding the construction of the Regional Airport is revealed when the Texas Aeronautics Commission is drawn into the picture. According to law,

A municipality is authorized to designate the Texas Aeronautics Commission as its agent to accept, receive, receipt for and

disburse Federal and State monies... made available by grant or loan or both to accomplish... any of the purposes of this act...<sup>6</sup>

Furthermore, the purpose of the Texas Aeronautics Commission is

... to further the public interest and aeronautical progress by providing for the protection and promotion and development of aeronautics... [to] cooperate with and assist the political subdivisions of this State in order that those engaged in aeronautics of every character may so engage with the least possible restrictions...<sup>7</sup>

Such authorization and cooperation has not been the case, however. According to Mr. Charles A. Murphy, Executive Director of the Texas Aeronautics Commission, the project is strictly a local and federal one; the Texas Aeronautics Commission has not been involved with the Regional Airport.<sup>8</sup> No contact between the Commission and the Regional Airport has been made, with the exception of one isolated instance in which the Commission was helpful in securing one piece of needed equipment for the Regional Airport.

---

<sup>6</sup>Texas Aeronautics Commission Act, Article 46d-12(b), Vernons Annotated Civil Statutes (Kansas City, Missouri: Vernon Law Book Company, 1967), p. 252.

<sup>7</sup>Ibid., p. 255.

<sup>8</sup>Letter from James Ray, Executive Director, Governor's Committee on Human Relations, Executive Office, Austin, June 25, 1971. Unless otherwise stated, the material for this section comes from this letter.

If it is the purpose of the Texas Aeronautics Commission to assist in the development of air transport and air traffic in the State of Texas, then lack of involvement with the largest airport construction project in the State of Texas and the proposed largest airport in the United States upon its completion constitutes a severe breakdown in intergovernmental relations.

#### Texas County Participation

Since counties are in actuality political subdivisions of the state, their participation in the Dallas-Fort Worth Regional Airport would be included under state-local relations. At present, county participation is centered in two closely related areas: through the Joint Airport Zoning Board (JAZBO), and the North Central Texas Council of Governments (NCTCOG).

The counties participate in JAZBO and in NCTCOG much in the same manner that the cities do, as outlined in an earlier chapter.<sup>9</sup> The three counties, Denton, Tarrant and Dallas, will have a legislative voice in the formation and policy decisions of JAZBO, JAZCO, and JAZBA. The services provided to the local communities by the NCTCOG will also be available to the ten counties within the Council (Wise,

---

<sup>9</sup>See Chapter II.

Denton, Collin, Parker, Tarrant, Dallas, Rockwall, Johnson, Ellis and Kaufman).<sup>10</sup>

According to replies from inquiries made to county clerks of the eleven counties surrounding the Airport, the NCTCOG appears to be the primary contact with the Regional Airport for the counties, for it acts as a clearinghouse and advisor for all airport activities related to the counties.<sup>11</sup>

#### Texas Highway Department

Just as the Texas Aeronautics Commission displays a great lack of cooperation, the relations with the Texas Highway Department show a large degree of cooperation between it and the Regional Airport.<sup>12</sup> The Texas Highway Department is charged with the responsibility of directing

---

<sup>10</sup>Office of the Governor, Directory of Regional Councils in Texas (Austin: Office of the Governor, 1970), p. 73.

<sup>11</sup>A letter was sent to eleven surrounding counties asking each county clerk what role the county played in the Regional Airport development. All respondents listed the NCTCOG as the primary link with the Regional Airport. Exact question read: "Are you in any way in contact or cooperation with the Regional Airport Board, other counties, cities, or the North Central Texas Council of Governments? If so, what are these cooperative efforts?"

<sup>12</sup>Letter from John G. Keller, District Engineer of Dallas District, Texas Highway Department, Dallas, May 12, 1971. Unless otherwise stated, the material from this section came from this source.

policies towards providing and maintaining a system of highways to serve adequately the transportation needs of the public. With the exceptional growth of the Dallas-Fort Worth region in the 1960's, the Texas Highway Department undertook a Regional Transportation Study in 1963, which was completed in 1967.<sup>13</sup> When it became apparent that the Regional Airport would be constructed at its present site, the Department included the Airport in the Regional Transportation Study. It is as a component part of the entire regional transportation system that the Regional Airport has been studied by the Highway Department.

Among the major findings of the Study was that the Dallas-Fort Worth area is, and will increasingly become, an automobile oriented society, and that existing freeway grids need to be expanded and new ones need to be constructed. The Department found that the Regional Airport was located so that it fits the freeway grid structure in a manner favorable to a smooth flow of traffic. Since the Airport is located approximately equidistant between the two cities, and is near a major east-west traffic artery, some modernization and additions on existing

---

<sup>13</sup>Burlage, Federalism's Expanding Dimensions: A Case Study of Decision-Making of the Dallas-Fort Worth Regional Airport. Unpublished Masters Thesis: North Texas State University, 1969, p. 107.



thoroughfares will make the Airport accessible to both Dallas and Fort Worth.<sup>14</sup> The Highway Department compiled a list of sixteen proposed highway projects near the Airport to make it easily accessible from all points in the area. The list includes upgrading some existing roads and some new construction. The Department is not planning all the improvements and construction at once, but is pacing these modernizations to keep abreast of the expansion of the Airport in the next twenty years. The Department and the Airport cooperate by determining the growth patterns of the Airport and by matching the highway patterns near the Airport to fit these growth patterns.

The cities of Fort Worth and Dallas, through the Regional Airport Board, are financing land acquisition for roadways within the Airport property, since state law prohibits the Highway Department from spending funds outside of highway right-of-way. Other than the land inside the Airport property, the Department is assuming the financial burden as they would while building any other roadway in the State of Texas.

In addition to and complementing the Regional Transportation Study, a Regional Airport Highway Committee was established in 1967. It was created by the Regional

---

<sup>14</sup>Ibid., pp. 109-110.

Airport Board to identify and establish priorities for the highway system essential to the easy access of the Airport when it opens. The Committee is composed of ten representatives of the Airport Board, the Councils of Governments and the Dallas and Fort Worth Chambers of Commerce. The regional Federal Aviation Administration Director, the Resident Engineer for the Airport Board and the District Engineer of the Dallas and Fort Worth Districts of the Texas Highway Department were named as advisory members. The Committee periodically meets and makes studies relevant to highway development in the Regional airport area. In 1968, the Committee submitted a study to the State Highway Department at Austin, Texas. This study is still being considered by the Highway Department.<sup>15</sup> By periodic meeting of this Committee, the Airport Board, the Highway Department and other interested parties can more effectively plan highway development in conjunction with Airport growth.

---

<sup>15</sup>Ibid., p. 113.

## CHAPTER V

### CONCLUSIONS

#### Other Options and The Reluctance of Cooperation

Before making any conclusions, it should be noted that the regional concept was not the only option available to the two cities and the national government. They could have done nothing in the air transport area, allowing Love Field and Greater Southwest International Airport to continue to serve the two cities separately, as is done in the San Francisco-Oakland area. They could have used the concept as devised in the New York and Washington, D.C., areas: developing several smaller airports within the regions, rather than rely on one major airport. They also could have appointed either Greater Southwest International Airport (as was suggested at one time) or Love Field as the regional airport, and developed whichever one they chose with the purpose of making it the regional site. Evidence indicates that the national government desired the regional approach for the Dallas-Fort Worth area, although no clue has been discovered as to why the national government favored this approach.

Once the regional concept was decided upon as the type of airport that would be used, one of the most obvious facts is that each city fought bitterly, and each sought to protect what it felt were its best interests. Time and time again one of the cities would reject cooperation when offered. Fort Worth wanted a regional airport primarily because she wanted a greater share in the air transport industry. Dallas refused to give up Love Field in favor of a regional site. If either city felt threatened, or felt its interests were not being properly served, it would recoil and refuse to cooperate. The development of the Regional Airport was almost sacrificed to the desires of self-interest of the two cities.

Speculation can only provide answers for the historical lack of cooperation. Surely economic interests played an important part in the recalcitrance of both communities, as did community pride and a traditional, historical rivalry between the two cities. Dallas felt that Love Field was economically threatened by a regional airport. Also, Dallas citizens and passenger inconvenience would be heightened if the Dallasites had to drive out of Dallas to connect with air transport. Fort Worth passengers already felt inconvenienced, for to connect with many flights, they had to drive to Dallas and Love Field.

Community pride is an intangible almost impossible to measure, although facts tend to support the contention that both cities were well endowed with ample portions of it. Loss of prestige at not having its own airport probably caused some Dallasites to reject the regional plan. Perhaps Fort Worth felt maligned because Greater Southwest International Airport was economically and physically the step-child to the larger, busier, Love Field. As an example of the pride involved, Fort Worth, in 1953, instituted a large civic program to entice Fort Worth patrons to stay with Greater Southwest International Airport in making out-of-town flights. "Fly Carter-It's Smarter," was the campaign watchword, as the leadership of Fort Worth appealed to community cohesion to make Greater Southwest International Airport a thriving airport.<sup>1</sup> Commented Flying Magazine:

Civic pride reaches major proportions. In no area is this more emphasized than in the long and costly inter-city feud over commercial air transportation.<sup>2</sup>

Add to community pride and the economic factors the traditional and historical rivalry between the two cities, and:

---

<sup>1</sup>James A. Winchester, "The Great Dallas Fort Worth Controversy," Flying Magazine, May, 1961, p. 84.

<sup>2</sup>Ibid., p. 32.

The long-time rivalry between Dallas and Fort Worth may make it seem surprising that they would cooperate in building an airport at all-much less one so costly.<sup>3</sup>

On the positive side however, it must be said that once the mandate was made clear by the national government that the Regional Airport must be built, the interested parties showed a great deal of flexibility and willingness to cooperate. A genuine give-and-take cooperative attitude permeated the negotiations which led to the Regional Airport Board. Not only did cooperation between the two cities abound, but cooperative efforts from suburbia and the voluntary and civic organizations were common. The suburbs began to rethink zoning and building concepts. JAZBO and its attendant organizations are scheduled to provide close coordination of plans and actions, while school districts and civic organizations began to become interested in the Airport. The height of cooperation, as has been said, was the formation of the Dallas-Fort Worth Regional Airport Board, for it is the nucleus of the Regional Airport activity.

The North Central Texas Council of Governments provides one of the best examples of intergovernmental cooperation. Responding to the need for information and consultation, the Council instituted a number of studies pertinent to the

---

<sup>3</sup>"Designing an Airport to Fit People," Business Week, October 26, 1968, p. 112.

Airport, showing the effect of the Airport on the surrounding area. (The NCTCOG is not limited to airport studies, as it provides a broad spectrum of information and analysis of many regional questions). It must be remembered, however, that the NCTCOG is a voluntary organization, and suggestions or recommendations it makes are merely advisory, and not binding. In summary, although history has been a hard taskmaster of cooperation at the local level, once born, the interlocal cooperation multiplied and grew to provide a wide range of answers to those parties involved.

#### A Breakdown in Intergovernmental Relations

Even though interlocal cooperation flourished, it was offset by certain disparities in relations between the localities and the state. True, there are working relations between the Regional Airport Board and the counties, the Texas Water Quality Board, the Texas Department of Health and the Texas Highway Department. A closer inspection reveals that the image of close cooperation is not altogether true. Only the relationship between the Airport Board and the Texas Highway Department is alive in the sense that either agency is doing more than what is mandatory. The relationship between these two is predicated upon the desire of each unit to serve actively and cooperate with the other unit. Continuing planning and advisement takes

place.

The same thing cannot be said for the type of cooperation that exists between the Airport Board and the other areas of the Texas government. The county-Airport Board relationship is indirect, with the NCTCOG acting as intermediary between the two. The relationship is largely one of advisement by the Airport Board, and hence is a passive relationship. The exception is JAZBO, JAZCO and JAZBA, but the counties are not the sole cooperatives in that venture, but share cooperation with the cities.

The relationship with the Texas Legislature is certainly passive, with most of the action occurring in the past. The relationship between the Airport Board and both the Water Quality Board and the Department of Health might at first seem active, but the Airport Board in cooperating with these two agencies was merely fulfilling the letter of the law: it was receiving required approval of a health or safety nature which is necessary to serve the public in water and sewage treatment requirements. The Airport Board was doing no more than any public servant is required to do if it desires to operate lawfully.

There seems to be, therefore, a breakdown in certain areas of intergovernmental cooperation. The Texas Aeronautics Commission, an agency supposedly exclusively designed to further the aeronautical sciences in Texas,



has had virtually nothing to do with the construction or planning of the Dallas-Fort Worth Regional Airport; an airport which, upon completion, will be the largest and most modern airport in the United States. It is not known which agency should bear the brunt of criticism for this lack of cooperation. Blame probably is to be shared equally: the Regional Airport Board for not using the available state facilities in the aeronautical field, and the Texas Aeronautical Commission for not providing dynamic leadership from the state standpoint.

The Executive Branch must also be criticized for a breakdown in cooperation, although the ties between the Division of State-Local Relations in the Executive Department and the Regional Airport are less than those expected between the Airport Board and the Texas Aeronautics Commission. The Division of State-Local Relations has apparently done nothing actively to involve itself or the Executive Department in the gigantic local project.

For an operation as large as the Dallas-Fort Worth Regional Airport to have such feeble relationships with its home State of Texas seems both a shame and a loss to both sides, for once the project was started, cooperation between the governments was desirable.

The National Role and Aids to Others

A great deal of the credit for local cooperation must go to the national government. Operating under the "marble cake" theory of federalism, where local and national governments cooperate directly, the national government continuously urged the two cities to share in the development of an airport.<sup>4</sup> It was the expressed desire of the national government to allow the localities to cooperate on their own, without any national intervention to any extent. Without the national mandate to the two cities to build, the communities might still be arguing over the airport: no closer to its realization than forty years ago.

Of what benefit can the regional experience of Dallas and Fort Worth be to other communities when the question of airports is discussed? Other communities could make greater use of the State aids available to them, such as the Texas Aeronautics Commission and the Division of State-Local Relations in the Office of the Governor. These governmental sub-units could help shoulder the financial and planning burden which the Dallas-Fort Worth Regional Airport Board and the other agencies carried.

---

<sup>4</sup>See Morton Grodzins, The American System (Chicago: Rand, McNally Company, 1966), p. 4, and Daniel Elazar, The American Partnership (Chicago: University of Chicago Press, 1962), pp. 1-8, for a fuller discussion of the "marble cake" theory of federalism.

In addition, if other communities decide to use the Regional Airport approach, they would have the choice of using the Municipal Airports Act of 1947, as Dallas and Fort Worth did, or of using the county airport authority approach, which did not work for Dallas and Fort Worth. A careful study of the contractual agreement made between Dallas and Fort Worth might provide helpful insights into the powers and requirements necessary to the successful planning, construction and management of an airport facility.

Currently other areas are studying the feasibility of the one-airport approach for a region. San Antonio and Austin are exploring the idea of creating one airport to serve the two communities, and an intense look at the Dallas-Fort Worth regional concept, plus the other options open to them could be of great assistance to these two in attempting to decide their air future.

#### Prospects for the Future in Dallas and Fort Worth

Is the Regional Airport a one-time cooperative affair? Once it is completed will the cities resume their quarrelsome stances? Or did the cooperative venture provide a new alternative to projects and problems confronting the urban dwellers? There is considerable evidence that cooperation will be used in an increasingly greater degree for

... once you open the flood gates for inter-governmental cooperation..., the gap seems to widen and the amount of cooperation seems to flood you...<sup>5</sup>

The Airport cooperation is not the first cooperative venture, although it certainly is the largest. The two communities had already cooperated on the Dallas-Fort Worth Turnpike, completed in the early 1960's. Already talk has begun to construct another Turnpike between the two cities. Also in the field of transportation, plans are being formulated for a rapid transit system to connect the two cities. These plans are being drawn in conjunction with the two cities, the national government and the NCTCOG. Outside of the transportation realm, the communities in the region have established regional police training centers, and contemplate the establishment of regional jails and juvenile detention centers.

There is some doubt as to whether the Regional Airport cooperation caused the new cooperative projects. Instead, it seems that the Airport happens to be the largest of the cooperative attempts.

It cannot be said that this [more cooperation] ...results from cooperation between the cities on the regional airport. However, the methods

---

<sup>5</sup>Letter from Thomas J. Mikulecky, Assistant to the City Manager, City of Dallas, Intergovernmental Relations, July 7, 1971. Unless otherwise stated, material for this section comes from this letter.

of cooperation which we have learned in working on the regional airport have been extremely beneficial in joint work on other projects.<sup>6</sup>

As time progresses, this method of intergovernmental cooperation will surely be used with increasing frequency. Many of the urban problems cut across jurisdictional boundaries; therefore, solutions to these problems will be easier if they are undertaken across those same jurisdictional lines.

According to Dr. Bryghte D. Godbold, Staff Director for the Goals for Dallas Committee:

We are seeking more regional cooperation in every part of the country, generated partly by federal legislation and partly by a gradual recognition that such problems as pollution and transportation must be dealt with at a regional level.<sup>7</sup>

Intergovernmental cooperation proved to be the rule in the development of the Dallas-Fort Worth Regional Airport: perhaps it can be used in the future in the Dallas-Fort Worth region to provide a basis for old enemies to become new friends.

---

<sup>6</sup> Ibid.

<sup>7</sup> "Regionalism, Goals Grow Together," Dallas Morning News, April 18, 1971, p. 5, sec. 8. The Goals for Dallas is an undertaking by the City of Dallas to formulate goals for the decade of the 1970's and beyond.

## SELECTED BIBLIOGRAPHY

### Books and Pamphlets

- Anderson, William. Federalism and Intergovernmental Relations. Chicago: Public Administration Service, 1946.
- Burkhardt, Robert. The Federal Aviation Administration. New York: Frederick A. Praeger, 1967.
- Elazar, Daniel. The American Partnership. Chicago: University of Chicago Press, 1962.
- Fesler, James W., ed. The 50 States and Their Local Governments. New York: Alfred A. Knopf, 1967.
- Future Structure of the North Central Texas Region. Arlington, Texas: North Central Texas Council of Governments, November, 1970.
- Grodzins, Mortin. The American System. Chicago: Rand McNally and Company, 1966.
- Jordon, William. Airline Regulations in America: Effects and Implications. Baltimore: Johns Hopkins Press, 1970.
- Public Transportation: A Summary of Program Elements and Objectives. Arlington, Texas: North Central Texas Council of Governments, 1971.
- Public Transportation: A Summary Report of the Study Designs for the Regional and Subregional Transportation Studies. Arlington, Texas: North Central Texas Council of Governments, 1971.
- Rules and Regulations for Public Waterworks Projects. Austin: Texas State Department of Health, 1970.
- State of the Region Report, 1969-1970. Arlington, Texas: North Central Texas Council of Governments, 1970.

Public Documents

- Advisory Commission on Intergovernmental Relations, Number M-47. Urban America and the Federal System. Washington, D.C.: Government Printing Office, October, 1969.
- Airport Aid Development Act. Statutes at Large, Volume LXXXIV (1970).
- Civil Aeronautics Act. Statutes at Large, Volume LII (1938).
- Civil Aeronautics Board. Bureau of Economic Regulations. Dallas Fort Worth Regional Airport Investigation, Docket 13959, Brief to the Civil Aeronautics Board, Washington, D.C., July 29, 1964.
- Federal Aid Airport Act. Statutes at Large, Volume LX (1946).
- Federal Aviation Act. Statutes at Large, Volume LXX (1958).
- Texas. General and Special Laws of the State of Texas, Volume I. Austin: State of Texas, 1967.
- Texas. Municipal Airports Act, Vernons Annotated Revised Civil Statutes, Volume I, (1968).
- Texas. Office of the Governor. Directory of Regional Councils in Texas. Austin: Office of the Governor, 1970.
- Texas. Texas Aeronautics Commission Act. Vernons Civil Statutes (1947).
- Texas. Texas Sanitation and Health Protection Law. Vernons Civil Statutes (1967).
- Texas. Texas Water Quality Act. Vernons Civil Statutes (1967).
- Texas. Vernons Texas Statutes, 1968 Supplement. Kansas City, Missouri: Vernon Law Book Company, 1968.
- U.S. Bureau of the Census. Statistical Abstract of the United States, 1970. Washington, D.C.: Government Printing Office, 1970.

\_\_\_\_\_. County and City Data Book, 1967. Washington, D.C.: Government Printing Office, 1967.

### Articles and Periodicals

"Air Funds Linked to Cities Efforts." Dallas Morning News, June 8, 1967, p. 1, sec. 4.

"Air Study Opens on Partisan Call." Dallas Morning News, July 9, 1963, p. 1, sec. 1.

"Airlines Await Decision of Two Cities on Airport." Dallas Morning News, October 1, 1964, p. 14, sec. 1.

"Airport Assumes Dallas-Fort Worth's Aviation Role." Dallas Morning News, November 10, 1968, p. 8, sec. 4.

"Airport Board OK's Start of Bond Sale." Dallas Morning News, October 7, 1970, p. 4, sec. 1.

"Airport Improvement Included in Bond Vote." Dallas Morning News, September 6, 1970, p. 18, sec. 1.

"Airport Law Prevents Dallas Domination." Dallas Morning News, June 11, 1967, p. 1, sec. 1.

"Airport Row Resumes at New Hearing." Dallas Morning News, July 7, 1963, p. 21, sec. 1.

"Amendments: State Totals." Dallas Morning News, November 9, 1966, p. 14, sec. 1.

Aynesworth, Hugh. "Councils to Check New Airport Bid." Dallas Morning News, May 3, 1965, p. 1, sec. 4.

Banks, Jimmy. "Air Authority Bill Patched and Passed." Dallas Morning News, April 7, 1965, p. 8, sec. 1.

Barta, Carolyn. "Airport Help Weighed by Suburbs." Dallas Morning News, June 12, 1967, p. 1, sec. 1.

\_\_\_\_\_. "Ceremony Signals Start of Airport." Dallas Morning News, December 12, 1968, p. 1, sec. 4.

\_\_\_\_\_. "Construction Signals Start of Airport." Dallas Morning News, December 12, 1969, p. 1, sec. 4.



- \_\_\_\_\_. "Regional Airport Designed Trouble-Free." Dallas Morning News, August 13, 1967, p. 1, sec. 1.
- \_\_\_\_\_. "Two Cities, COG May Seek Funding of Transit Study." Dallas Morning News, August 13, 1967, p. 1, sec. 1.
- Baskin, R. E. "CAB Orders Reopening of Airport Talks." Dallas Morning News, April 14, 1965, p. 1, sec. 1.
- Biffle, Kent. "Airport Factions Steam up More but Disagree Less." Dallas Morning News, March 28, 1965, p. 23, sec. 1.
- "Bitter Representative Wright Attacks Examiner." Dallas Morning News, April 8, 1964, p. 9, sec. 1.
- "Board Given Grant for Transit Work." Dallas Morning News, March 4, 1970, p. 12, sec. 1.
- Bulban, Erwin. "Dallas, Fort Worth Approve Plan for Airport." Aviation Week and Space Technology, November 18, 1968, pp. 57-58.
- "CAB Examiner Able Veteran." Dallas Morning News, April 8, 1964, p. 4, sec. 1.
- Case, Bill. "Regional Airport's Opening May Be Speeded Up to '73." Dallas Times Herald, June 6, 1971, p. 33, sec. A.
- Crosley, Irving. "Irving Mayor Urges Free Trade Zone." Dallas Morning News, March 6, 1969, p. 22, sec. 1.
- Dallas and Fort Worth Regional Airport Board. "Historical Development." Arlington, Texas: Dallas and Fort Worth Regional Airport Board, 1970.
- \_\_\_\_\_. "Planning and Development." Arlington, Texas: Dallas and Fort Worth Regional Airport Board, 1970.
- \_\_\_\_\_. "Significant Facts." Arlington, Texas: Dallas and Fort Worth Regional Airport Board, August 24, 1970.
- Dallas and Fort Worth Regional Airport Economic Impact. Arlington, Texas: North Central Texas Council of Governments, February, 1970.

"Dallas, Fort Worth, Arlington Agree on Airport Plan."  
Dallas Morning News, October 17, 1941, p. 1, sec. 2.

"Dallas Love Field to Begin Battle for Survival Monday."  
Dallas Morning News, July 6, 1963, p. 6, sec. 2.

"Dallas Officials Will Search for Arrangement on Airport."  
Dallas Morning News, October 1, 1964, p. 1, sec. 4.

"Dallas Rejects Airport Offer." Dallas Morning News,  
 November 30, 1954, p. 1, sec. 1.

"Dallas Wins Major Victory in Airport Feud." Dallas Morning News,  
 April 8, 1964, p. 1, sec. 1.

"Delay Seen on Action in Airport Bid." Dallas Morning News,  
 November 23, 1954, p. 1, sec. 1.

"Designing an Airport to Fit People." Business Week, October  
 26, 1968, p. 110.

Domeier, Douglas. "Airport Moving Into Third Phase." Dallas Morning News,  
 May 7, 1969, p. 9, sec. 1.

"Economic Losses Cited in Airport Merger." Dallas Morning News,  
 November 26, 1954, p. 1, sec. 4.

"Examiners Ruling on Airport Detailed." Dallas Morning News,  
 April 8, 1964, p. 3, sec. 1.

"Fort Worth Sit-Down Won Airport Fight, Mayor Rogers Says."  
Dallas Morning News, January 9, 1942, p. 1, sec. 2.

"Fort Worth Versus Dallas." Newsweek, May 4, 1953, p. 73.

"Fort Worth Wants New Airport." Dallas Morning News,  
 November 27, 1940, p. 1, sec. 2.

Freund, Carl. "Airport Authority Compromise Voted." Dallas Morning News,  
 May 7, 1965, p. 4, sec. 1.

\_\_\_\_\_. "Airport Bill Faces Possible Obscurity." Dallas Morning News,  
 March 25, 1965, p. 1, sec. 1.

\_\_\_\_\_. "Airport Signals 'Let Dirt Fly.'" Dallas Morning News,  
 November 10, 1968, p. 1, sec. 7.

- \_\_\_\_\_. "Airport Waste Charged." Dallas Morning News, May 6, 1969, p. 1, sec. 1.
- \_\_\_\_\_. "Contract Awarded for Airport Work." Dallas Morning News, November 16, 1968, p. 7, sec. 1.
- \_\_\_\_\_. "Corpse of Midway Airport Comes Unexpectedly to Life." Dallas Morning News, November 24, 1954, p. 6, sec. 1.
- \_\_\_\_\_. "Fort Worth Switch Stunning to Dallas." Dallas Morning News, November 25, 1954, p. 1, sec. 2.
- \_\_\_\_\_. "Major Obstacles Confront Planned Regional Airport." Dallas Morning News, July 30, 1966, p. 1, sec. 1.
- \_\_\_\_\_. "Mayor Proposes Two-City Airport." Dallas Morning News, June 11, 1967, p. 1, sec. 1.
- \_\_\_\_\_. "Need Cited for Love Field." Dallas Morning News, August 1, 1966, p. 8, sec. 2.
- \_\_\_\_\_. "Noise of Jets Figures Into Runway Planning." Dallas Morning News, July 31, 1966, p. 24, sec. 1.
- \_\_\_\_\_. "Sharing in Cost of Roads Urged." Dallas Morning News, June 8, 1967, p. 1, sec. 4.
- \_\_\_\_\_. "Two-City Airport Parleys Predicted on 1947 Statute." Dallas Morning News, June 8, 1967, p. 4, sec. 4.
- "Friedman Declines to Claim Victory." Dallas Morning News, May 30, 1965, p. 20, sec. 1.
- Future Structure of the North Central Texas Region.  
Arlington, Texas: North Central Texas Council of Governments, November, 1970.
- "Half of 18,335-Acre Area Acquired." Dallas Morning News, November 10, 1968, p. 3, sec. 7.
- Harris, Carl. "Both Councils Give Approval to Airport Site." Dallas Morning News, September 28, 1965, p. 1, sec. 1.
- \_\_\_\_\_. "Cities' Accord Calls for 1971 Airport Target." Dallas Morning News, May 30, 1965, p. 1, sec. 1.

- \_\_\_\_\_. "Earlier Hints Pointed to Airport Agreement." Dallas Morning News, May 31, 1965, p. 25, sec. 1.
- "Haunted Hearing." Dallas Morning News, July 8, 1963, p. 3, sec. 3.
- "Hearings Begin on Pay for Airport Building." Dallas Morning News, January 31, 1968, p. 5, sec. 1.
- "Here Are Some Highlights in Hearing on Air Service." Dallas Morning News, April 8, 1964, p. 4, sec. 1.
- Himmel, Niesons. "Municipal Bond Problems Pose Obstacles to Airport Funding." Aviation Week and Space Technology, November 17, 1969, pp. 56-62.
- "House Panel OK's Airport Proposal." Dallas Morning News, May 4, 1965, p. 11, sec. 1.
- Hughes, Eddie. "Fort Worth Cities Urging Plan Appeal to Full CAB." Dallas Morning News, April 4, 1964, p. 6, sec. 4.
- \_\_\_\_\_. "Fort Worth Vows Fight for Southwest Airport." Dallas Morning News, April 8, 1964, p. 4, sec. 1.
- \_\_\_\_\_. "GSIA Role Said Agreed to by Dallas." Dallas Morning News, March 24, 1965, p. 1, sec. 1.
- "If Fort Worth Wins, Who Pays Air Bill?" Dallas Morning News, July 8, 1963, p. 6, sec. 1.
- Klinefinger, Karen. "CAB Tells Dallas, Fort Worth to Decide on Regional Airport." Dallas Morning News, October 1, 1964, p. 1, sec. 1.
- "Letter Asks Support for Airport Bid." Dallas Morning News, November 21, 1954, p. 1, sec. 1.
- "Location of Carter Field was Dallas Objection." Dallas Morning News, November 26, 1954, p. 7, sec. 1.
- "Love Field Expansion Move Followed Report by Buckley." Dallas Morning News, November 27, 1954, p. 12, sec. 1.
- Mashek, John. "Bitter Representative Wright Attacks Examiner's Decision." Dallas Morning News, April 18, 1964, p. 4, sec. 1.

"Midway Airport Plan is Approved." Dallas Morning News, October 31, 1940, p. 1, sec. 2.

"Midway Airport Site is Approved: Building Location Causes Hitch." Dallas Morning News, January 8, 1942, p. 1, sec. 2.

Moore, Walter. "Airport Financing Cited." Dallas Morning News, November 10, 1968, p. 10, sec. 7.

Moorehead, Richard. "Action Slated on Airport ASC Issues." Dallas Morning News, April 4, 1965, p. 19, sec. 1.

Morgan, David. "Heavy Turnout Expected at Today's Bond Voting." Dallas Morning News, August 8, 1967, p. 1, sec. 1.

"New Airport's World Status Hinges on CAB Decision." Dallas Morning News, September 7, 1970, p. 2, sec. 1.

Ormsby, Gene. "Mayors Laud Airport Plans." Dallas Morning News, September 30, 1965, p. 1, sec. 1.

\_\_\_\_\_. "100,000 Expected to Vote on Airport Authority." Dallas Morning News, June 6, 1967, p. 1, sec. 1.

\_\_\_\_\_. "Record Turnout Puts Bonds Across." Dallas Morning News, August 9, 1967, p. 1, sec. 1.

\_\_\_\_\_. "Small Towns Reject Airport Question." Dallas Morning News, November 9, 1967, p. 7, sec. 1.

\_\_\_\_\_. "Tax Failure to Sell Public Blamed for Airport Defeat." Dallas Morning News, June 12, 1967, p. 12, sec. 1.

\_\_\_\_\_. "Yet to be Named Board to Seek Airport Grant." Dallas Morning News, September 27, 1965, p. 1, sec. 1.

\_\_\_\_\_, and Freund, Carl. "Airport Rejected in Dallas County." Dallas Morning News, June 7, 1967, p. 1, sec. 1.

"Position Set Out by Friedman." Dallas Morning News, March 24, 1965, p. 7, sec. 1.

Price, Lloyd. "Joint Plane Topic at 2-City Meet." Dallas Morning News, September 10, 1941, p. 1, sec. 2.

Quinn, Allen. "Area Airport Authority Called Fort Worth Plan." Dallas Morning News, April 14, 1951, p. 1, sec. 3.

\_\_\_\_\_. "Corpse of Midway Comes Unexpectedly to Life." Dallas Morning News, November 24, 1954, p. 6, sec. 1.

\_\_\_\_\_. "Dallas Given Plea to Support Midway." Dallas Morning News, August 5, 1951, p. 1, sec. 4.

\_\_\_\_\_. "Dallas Tried Hard to Reach Accord." Dallas Morning News, November 23, 1954, p. 1, sec. 1.

\_\_\_\_\_. "Dallas Wins Major Airport Victory." Dallas Morning News, April 8, 1964, p. 1, sec. 1.

\_\_\_\_\_. "First 'Joint Plan' Surprised Dallas." Dallas Morning News, November 22, 1954, p. 1, sec. 1.

\_\_\_\_\_. "Fort Worth Switch Stunning to Dallas." Dallas Morning News, November 25, 1954, p. 1, sec. 2.

\_\_\_\_\_. "Letter Calls Airport Plan 'Disastrous.'" Dallas Morning News, November 24, 1954, p. 1, sec. 1.

\_\_\_\_\_. "Location of Carter Field Was Main Dallas Objection." Dallas Morning News, November 26, 1954, p. 7, sec. 1.

\_\_\_\_\_. "Long Controversy Termed 'Fantastic.'" Dallas Morning News, November 21, 1954, p. 1, sec. 1.

\_\_\_\_\_. "Love Field Expansion Move Followed by Report by Buckley." Dallas Morning News, November 27, 1954, p. 12, sec. 1.

Quinn, Mike. "Ruling Gives City Chance to Plan Airport Future." Dallas Morning News, April 9, 1964, p. 9, sec. 1.

Raffetto, Francis, and Aynesworth, Hugh. "The Love Field Ruling Praised, Welcomed by Dallas Leaders." Dallas Morning News, April 9, 1964, p. 3, sec. 4.

"Regionalism, Goals Grow Together." Dallas Morning News, April 18, 1971, p. 5, sec. 8.

"Smile if You Say Airport." Business Week, September 1, 1962, p. 93.

Street, Jim. "Drive on to Sell 'Worlds Finest Airport.'" Fort Worth Star-Telegram, June 27, 1971, p. 24, sec. A.

"Tarrant Airport Bill Wind Passage." Dallas Morning News, April 14, 1965, p. 9, sec. 1.

"Texas Air War." Time, February 9, 1953, p. 20.

"Texas Airport May Cover 21,000 Acres." Aviation Week and Space Technology, October 4, 1965, p. 354.

"Two Airports Within an Airport OK'ed for Regional Facility." Dallas Morning News, October 1, 1969, p. 12, sec. 2.

"Vast Planning Launched for Three Airport Sites." Dallas Morning News, September 6, 1970, p. 1, sec. 4.

"Water Board Given Grant for Transit Work." Dallas Morning News, March 4, 1970, p. 12, sec. 1.

"We Want No Airport! Says Dallas, Fort Worth." Dallas Morning News, October 2, 1941, p. 1, sec. 2.

Winchester, James. "The Great Fort Worth Dallas Controversy." Flying Magazine, May, 1961, p. 21.

#### Letters and Unpublished Materials

"Acceptance of Highway-Commission Minute Order for Regional Airport System, G1431." City of Fort Worth, Texas, Mayor and Council Communication, unpublished proceedings of Fort Worth City Council, September 22, 1969.

Burlage (no first name given). Federalism's Expanding Dimensions: A Case Study of Decision Making in the Dallas-Fort Worth Regional Airport. Unpublished Masters Thesis, North Texas State University, 1969.

Contract and Agreement Between Dallas and Fort Worth. Dallas: City of Dallas, April 15, 1968.

"Contract to Provide Sewage-Disposal-Services for the Regional Airport, C-1684." City of Fort Worth, Texas, Mayor and Council Communication, unpublished proceedings of Fort Worth City Council, March 3, 1970.

Dallas-Fort Worth Regional Airport Board. "Airline Use Agreement." Arlington, Texas: Dallas-Fort Worth Regional Airport Board, November 7, 1969.

Dallas-Fort Worth Regional Airport Zoning Board. Unpublished Ajenda, meeting December 17, 1970.

"FAA Grant Payment Procedures-Regional Airport, G-1355." City of Fort Worth, Texas, Mayor and Council Communication, unpublished proceedings of Fort Worth City Council, April 14, 1969.

"Financing of Regional Airport Land-Acquisition, G-1397." City of Fort Worth, Texas, Mayor and Council Communication, unpublished proceedings of Fort Worth City Council, June 30, 1969.

Kadri, Shoukat. The Dallas-Fort Worth Regional Transportation Study: A Case Study in Intergovernmental Relations. Unpublished Masters Thesis, North Texas State University, 1967.

Letter from Clifford A. Johnson, City Manager, Grand Prairie, Texas, June 10, 1971.

Letter from David M. Cochran, Chief of Plans and Specifications, Division of Wastewater Technology and Surveillance, Texas Department of Health, Austin, May 14, 1971.

Letter from David M. Price, Municipal Reference Librarian, City of Fort Worth, Fort Worth, March 25, 1971.

Letter from Elmer A. Payne, County Clerk, Rockwall County Texas, Rockwall, Texas, June 16, 1971.

Letter from Floy T. Ezell, City Manager, Grapevine, Texas, June 14, 1971.

Letter from Fritz Lanham, Director, Division of State-Local Relations, Office of the Governor, Austin, May 27, 1971.

Letter from George Mahon, Representative, Washington, D.C., April 21, 1971.

Letter from James Ray, Executive Director, Governor's Committee on Human Relations, Executive Department, Austin, June 25, 1971.



Letter from Jim Wright, Representative, Washington, D.C.,  
April 27, 1971.

Letter from Joel C. Woolridge, Regional Planning Associate,  
North Central Texas Council of Governments, March 4,  
1971.

Letter from John G. Keller, District Engineer of Dallas  
District, Texas Highway Department, Dallas, May 12,  
1971.

Letter from John M. Thompson, Staff Administrator-Management  
Services, Dallas-Fort Worth Regional Airport Board,  
Arlington, Texas, March 8, and March 18, 1971.

Letter from Laverne Forman, County Clerk, Wise County,  
Decatur, Texas, June 20, 1971.

Letter from North Central Texas Council of Governments,  
Arlington, Texas, March 10, 1971.

Letter from Paul Wehrle, Assistant Director of Elections,  
Office of the Secretary of State of the State of  
Texas, Austin, July 8, 1971.

Letter from Robert E. Fleming, Director, Central Operations  
of the Water Quality Board, Austin, May 28, 1971.

Letter from Robert R. Weaver, Director of Public Affairs,  
North Central Texas Council of Governments, June 21,  
1971.

Letter from Thomas J. Mikulecky, Assistant to the City  
Manager, City of Dallas, Intergovernmental Relations,  
July 7, 1971.

Letter from Tom Dodd, County Judge, Denton County, Denton,  
Texas, July 8, 1971.

Letter from William H. Leder, Senior Contract Administrator,  
Dallas-Fort Worth Regional Airport Board, March 19,  
1971.

Letter from William R. Ross, Dallas Chamber of Commerce,  
Dallas, April 7, 1971.

Waste Control Order Number 01441. Texas Water Quality Board.  
Austin, March 26, 1971.

## APPENDIX

### A. Dallas-Fort Worth Regional Airport and Surrounding Area

APPENDIX A: DALLAS-FORT WORTH REGIONAL AIRPORT  
AND SURROUNDING AREA



