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TRANSPORTATION RESEARCH BOARD

Incentivizing Sustainable Air Service

September 15, 2020 2:00-3:30 PM ET

@NASEMTRB #TRBWebinar

Learning Objectives

- Describe the different types of air service incentives, including the differences between airport and community incentives, and how they are typically used by different categories of airports and communities
- 2. Discuss how to use the GIS tool to analyze incentive programs at different airports, and their potential applications
- 3. Identify the factors that airport practitioners should be aware of in designing an air service incentive program

American Association of Airport Executives (AAAE)

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Incentivizing Sustainable Air Service

September 15, 2020

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Pamela Hinman Eastern Iowa Airport

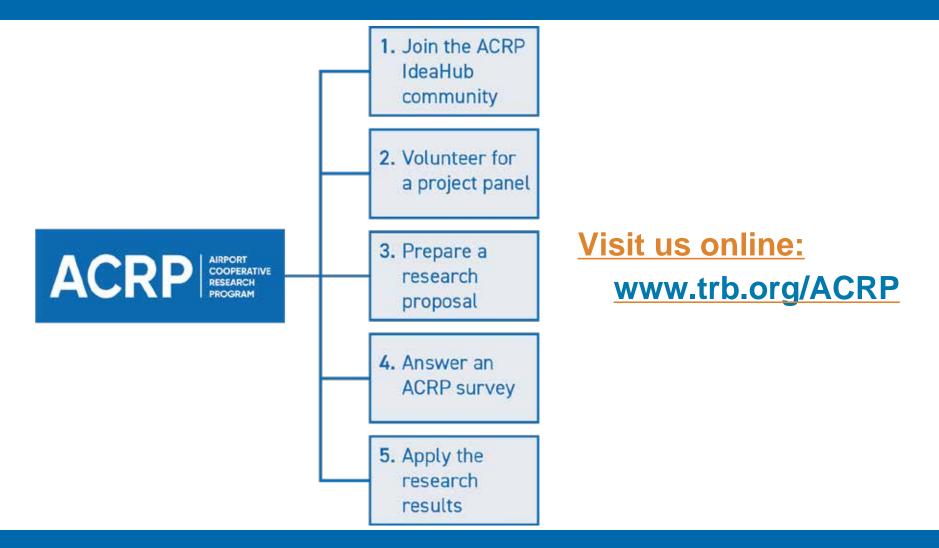
- Director of Marketing & Communications
- Has been with CID since 2001
- CID is a small hub airport located in Cedar Rapids/Iowa City



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Five Ways to Get Involved!



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David Weingart, GRA, Inc. Russell Mills, Bowling Green State University and

Laurie Garrow, Georgia Institute of Technology

Presenting

ACRP Report 218: Building and Maintaining Air Service Through Incentive Programs

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Building and Maintaining Air Service Through Incentive Programs

David Weingart, GRA, Incorporated Russell Mills, Bowling Green State University Laurie Garrow, Atlanta Analytics, LLC

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Webinar Outline

- **Q** Project Overview
- **Q** Air Service Incentives Database
- **Q** GIS Map Tool
- Airport Case Studies
- **Q** Airline Perspectives
- **Q** FAA Perspective
- **Q** Relationship of Incentives to Economic Activity
- Lessons Learned

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ACRP Report 218 Investigators



Q David Weingart

- **§** President of GRA, Incorporated
- **§** Former FAA executive



- **Q** David Ballard (retired from GRA)
 - **§** Former Chair, TRB Aviation Group



Q Russell Mills

Senior Director, Center for Regional Development; Bowling Green State University



Q Laurie Garrow

- S Co-Director, Center for Urban and Regional Mobility; Georgia Tech
- **§** President, Atlanta Analytics

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ACRP Report 218 Oversight Panel

Pamela J. Hinman, Eastern Iowa Airport, Panel Chairman Patrick Dooley, Greater Fort Wayne, Inc. Mark B. Gibbs, Lake Tahoe Airport Barbara Halverstadt, Jacksonville International Airport Kevin Schorr, Campbell-Hill Aviation Group, LLC Timothy K. Skipworth, American Airlines, Inc. Miguel Vasconcelos, FAA Liaison Tom Devine, Airports Council International–North America Liaison Mark Holding Raggio, U.S. Department of Transportation Liaison Christine Gerencher, TRB Liaison Joseph D. Navarette, ACRP Staff Officer

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Types of Air Service Incentives





Airport-Administered	Community-Sponsored
Reduced/waived landing fees, rents or other airport charges	Minimum revenue guarantee agreements with airline
Advertising or marketing assistance (must be focused on the airport)	Advertising or marketing assistance (can include destination marketing)
Offset start-up costs of new service (provide equipment, staff, etc.)	Travel bank to purchase tickets on a new route
Subject to FAA restrictions, including limits on duration	Not subject to FAA restrictions as long as not airport-directed or funded

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Air Service Incentives Database

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Overview of the Air Service Incentives Database and GIS Map

As part of the research effort for ACRP 03-44, the research team developed a database of airport and community air service development incentives at all 382 commercial service airports in the United States

The goal of developing these tools was to allow airport managers, air service development personnel and consultants, economic development officials, and tourism officials to benchmark their airport or region's incentive packages



AJRPORT COOPERATIVE RESEARCH PROGRAM

Building and Maintaining Air Service Through Incentive Programs

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Data Collection Process

The Center for Regional Development team collected and triangulated data on airport and community air service incentive packages using the following data sources:

- **Q** Airport websites and published incentive programs
- C Local government and airport/port authority meeting minutes and agendas
- Small Community Air Service Development Program (SCASDP) grant applications and award announcements
- News accounts from local papers on new service announcements
- Chamber of Commerce, Convention and Visitors Bureau (CVB), and Economic Development Corporation (EDC) websites and press releases



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Data Caveats and Limitations



As with any original data collection effort, there are some caveats and limitations of the database:

- Data was last updated by the research team in April 2018
- Some airports and communities are reluctant to publicize incentive programs, therefore, there may be missing data for some airports
- Incentive amounts may be incorrect due to inaccurate reporting in news accounts
- Some incentives may be miscategorized as it was often difficult to confirm whether incentives were accepted by an air carrier after being offered by a community

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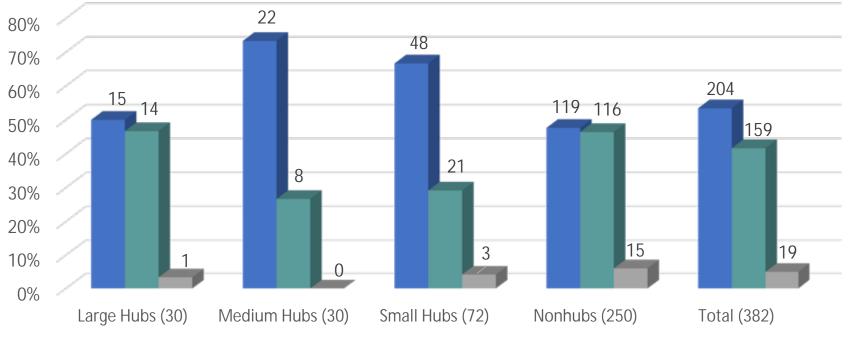
Incentive Program Summary Data – Overall Use of Incentives

	Airport Incentives	Community Incentives	Any Incentive
Large Hub (30)	73%	30%	73%
Medium Hub (30)	90%	37%	90%
Small Hub (72)	82%	54%	82%
Non-hub (250)	61%	58%	64%
All Airports (382)	68%	53%	70%

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Incentive Program Summary Data – Use of Airport Marketing Incentives

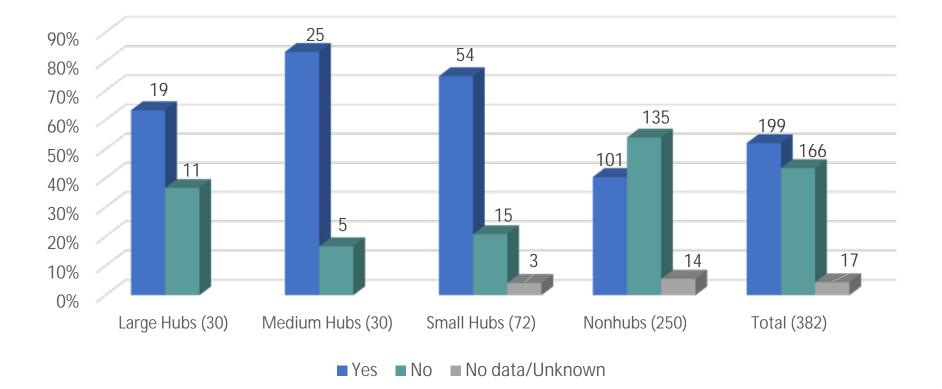


■ Yes ■ No ■ No data/Unknown

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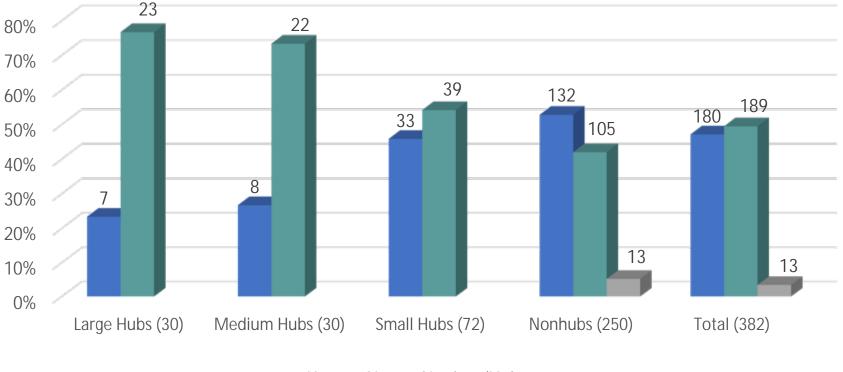
Incentive Program Summary Data – Use of Airport Fee Waiver Incentives



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Involvement of Community Organizations in Air Service Incentives

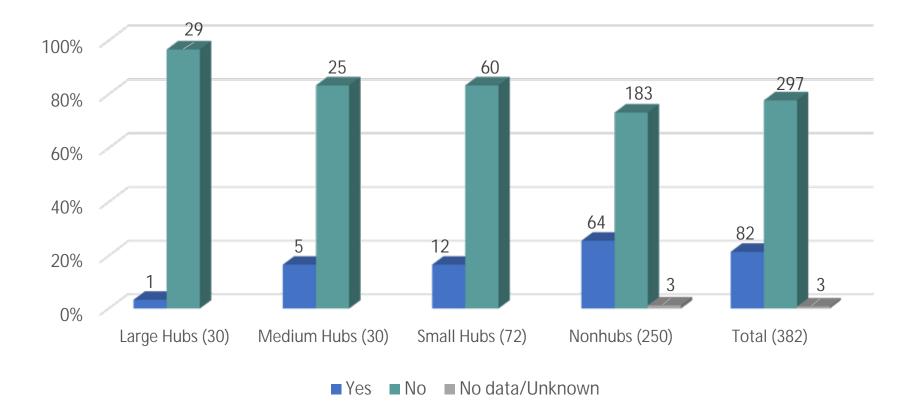


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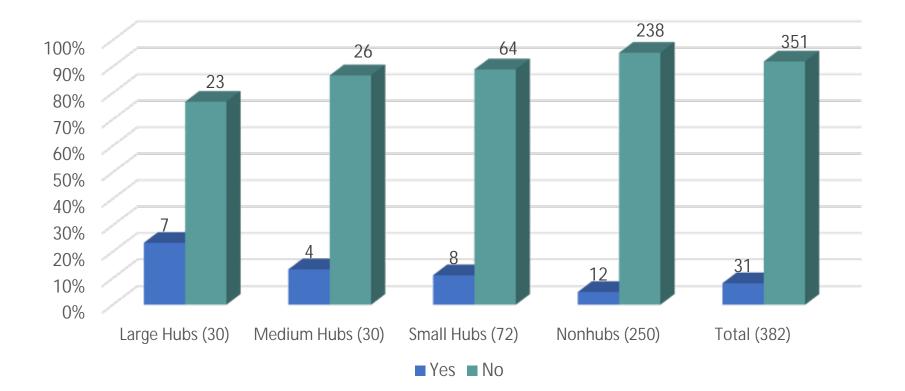
Involvement of Local Governments in Air Service Incentives



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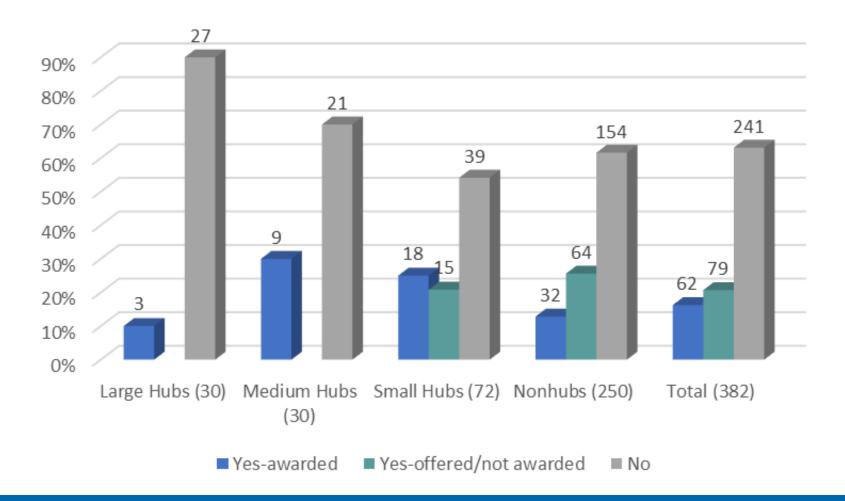
Involvement of State Governments in Air Service Incentives



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Revenue Guarantees from Community or State/Local Government Sources



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Air Service Incentives GIS Map Tool

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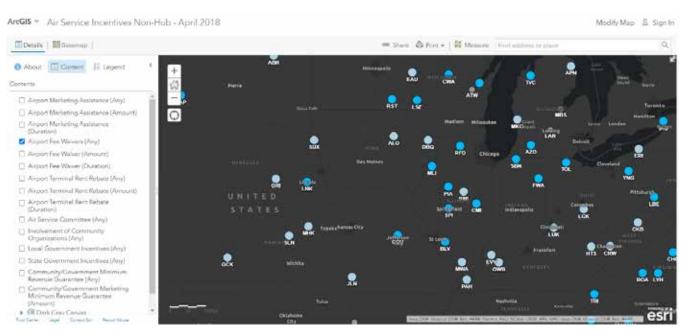
Data Contained in the GIS Map and Database

The database was then used to create a series of GIS maps to visually depict the prevalence of incentive programs in the United States. Maps are presented for each hub size as well as for all commercial service airports in the U.S. Each map includes the following information:

- Airport incentives and amount (Marketing, fee waivers, and rent abatement)
- Community air service committees or involvement by local organizations
- **Q** Local or state government involvement in incentives
- Minimum revenue guarantees and amounts
- Community marketing incentives and amounts
- **Q** SCASDP grant awards and amounts (Small and non-hub airports)

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All Airports: <u>https://arcg.is/ef8nq0</u>

Large Hubs: https://arcg.is/59PO4

Medium Hubs: https://arcg.is/KPPbH

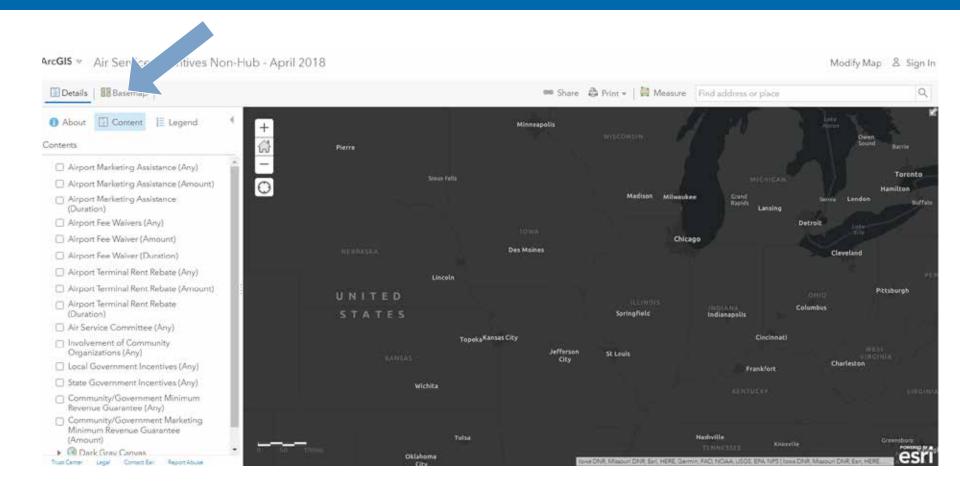
Small Hubs: https://arcg.is/X1nXi

Non-Hubs: https://arcg.is/HqOGL



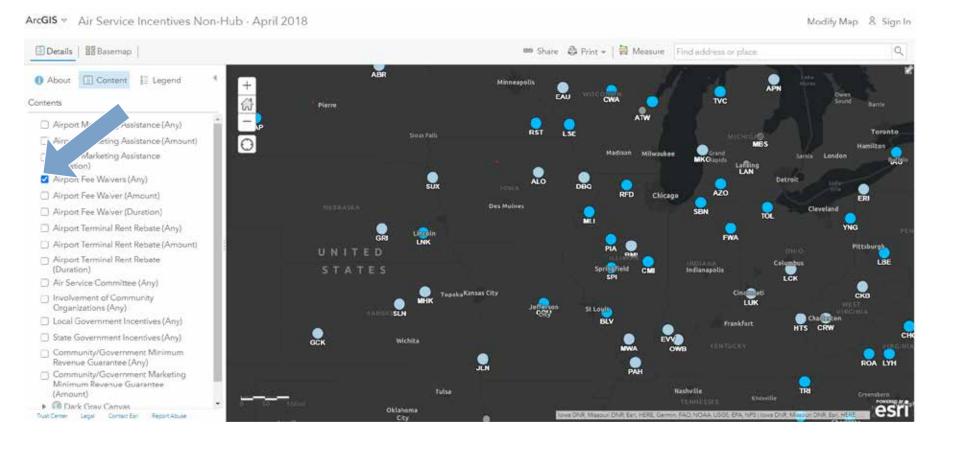
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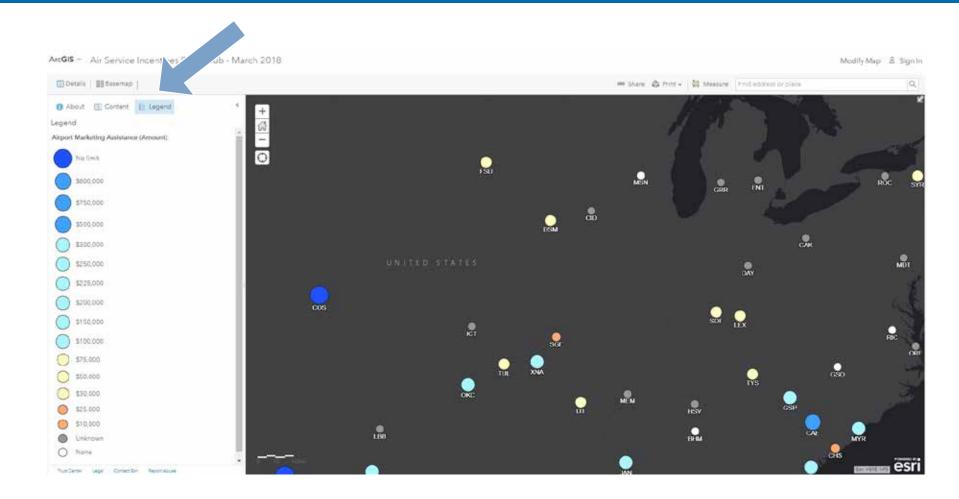
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Air Service Incentives Case Studies

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Air Service Development Case Studies

An additional goal of ACRP 03-44 was to provide airport managers, air service development personnel and consultants, economic development officials, and tourism officials insights derived from case studies of the development and implementation of air service development incentive programs

The research team selected airports to provide a representative sample of case studies based on the type of incentive, hub size, and geographic location

			Hub	Size	_	
Geographic Scope	Incentive Sponsor	Large	Medium	Small	Nonhub	
	Airport-Directed					
Domestic	Community-Directed	Team research did not identify any airports that had ONL Community-Directed Incentive Programs				
Service Only	Airport/Community BOI GSP	BIL SUN				
	Airport-Directed	Airport-Directed				
International Service Only	Community-Directed		n did not identify rected Incentive		t had ONLY	
	Airport/Community					
	Airport-Directed	SEA	SJC			
Domestic and International	Community-Directed	Team research did not identify any airports that had ONLY Community-Directed Incentive Programs				
Service	Airport/Community	DEN	IND CMH PIT	BTV	DAB PBG	

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Case Study Methodology and Data Collection

The 14 case studies were developed using a variety of data sources including media accounts, airport press releases, and interviews with airport and community officials. Interviewees were granted anonymity to ensure candidness in the conversation.

The case studies focus on themes that emerged from each interview and were triangulated with other sources of data including:

- Media accounts
- Airport press releases
- SCASDP grant applications
- **Q** Airport incentive programs

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ACRP 03-44 Case Study Airports



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Denver International Airport (DEN)

- Denver's incentive program incentivizes airlines to fly larger planes by linking payments to enplanements
- DEN identified at least one airline as not collecting all the incentive funds they were offered (marketing support) for what it perceived to be a large administrative burden to collect the incentives.
- One airline identified that many of the businesses that had pledged to buy tickets in letters of support for new service did not fly on its international route

DENVER INTERNATIONAL AIRPORT AIR SERVICE INCENTIVE PROGRAM

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	NONE	5500K 525	K \$100K	\$25K	\$500K
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Indianapolis International Airport (IND)

- IND contracts with the Indy Chamber to coordinate corporate outreach, organize stakeholder meetings on air service, and provide market research
- The Chamber had identified international service to Paris as a critical route to the local economy. Governor Eric Holcomb inserted a provision creating an air service development fund for \$10 million
- The Indiana Economic Development Council (IEDC) agreement with Delta Air Lines reimburses up to \$5.5 million based on the number of passengers carried. Reduces risk to the community while providing an incentive to Delta Air Lines to increase loads





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Bozeman Yellowstone International Airport (BZN)

- O Bozeman's airport and community aggressively court air service from large hubs by maintaining a low-cost structure for airlines, pursuing revenue guarantees and fiercely marketing the region to high-yield metropolitan areas
- C The airport has leveraged two Small Community Air Service Development Program (SCASDP) grants along with funds from the Big Sky Resort, Yellowstone Club, and other groups for service to Newark in 2011 and Dallas-Fort Worth in 2014
- Community groups have been focused on coordinating regional marketing efforts on markets where there are existing MRG agreements



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Friedman Memorial Airport (SUN)

- The Idaho communities of Ketchum, Hailey, and Sun Valley support local air service attraction efforts through MRGs and marketing support funded through a local-option tax, which is expected to raise \$2.5 million in 2018
- The funding is split evenly between Visit Sun Valley, a local convention and visitor's bureau responsible for flight and destination marketing, and Fly Sun Valley Alliance, a nonprofit dedicated to air service development at Friedman Memorial Airport
- The community has undertaken several grassroots efforts to support air service including the Ski for Air Service Day at the Sun Valley Resort



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Airline Perspectives

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Airline Interviews

Airline Number	Airline Type	Airline Headquarters	Typical Flight Frequencies	
1	Network	U.S.	Daily	
2	Network	Europe	Daily	
3	Low cost	U.S.	Daily	
4	Ultra low-cost	U.S.	Less than daily	
5	Ultra low-cost	U.S.	Less than daily, often during peak seasons only	
6	Low cost	Europe	Less than daily	
7	Low cost	Europe	Less than daily, often during peak seasons only	

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General Airline Impressions of Incentives and Areas of Consensus

- Airlines valued particular incentives differently; those incentives that were well aligned with the airline's business model and growth strategy were most valued
- Majority of airlines liked incentives tied to enplanements, as those aligned with their business models
- Majority of airlines valued marketing dollars, especially unrestricted funds
- Incentives are expected and viewed as the "price of admission, particularly with respect to marketing dollars and rent/landing fees"

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Airline Impressions of Cost-Reduction Incentives

- Q Majority of airlines valued cost-reduction incentives such as landing fees or those that lower ground-handling costs.
- Cost-reduction measures were also viewed as a "cost of admission" and were expected.
- Cost-reduction incentives were typically not the primary driver on whether an airline started a new route (and often were not included in the airline's assessment of network profitability as they are not offered beyond year 2), but could be a "tie-breaker" across routes.
- One ULCC noted cost-reduction incentives were critical in their decision process.

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Airline Impressions of Minimum Revenue Guarantees

• Non-consensus across airlines regarding minimum revenue guarantees, with 6 of the 7 airlines interviewed having strong opinions.

Airline Number	Airline Type	Airline Headquarters	Minimum Revenue Guarantee Impression
1	Network	U.S.	ê
2	Network	Europe	é
3	Low cost	U.S.	é
4	Ultra low-cost	U.S.	ê
5	Ultra low-cost	U.S.	ê
6	Low cost	Europe	é

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What Do Airlines Want from Airports?

- While airlines expect airports to present data on regional demographics and economics that would drive projected demand, what is more valuable is local information, particularly for smaller carriers.
 - **§** Are new businesses being courted by the community?
 - S Are there college alumni that have migrated to another area that would regularly fly back to their alma matter to see games?

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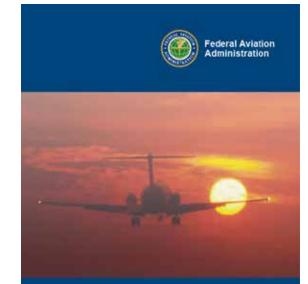
FAA Perspectives

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FAA Perspectives on Air Service Incentive Programs

- Q 2010 Air Carrier Incentive Program Guidebook was intended as general guidance and does not necessarily represent statements of regulation or law, and may be subject to legal interpretation
- Key grant assurances that apply to airport incentives include:
 - S Assurance 22: economic nondiscrimination with regard to access to the airport and its facilities by potential users
 - S Assurance 23: granting of exclusive rights to individual airport users or types of user
 - S Assurance 25: limits uses of airport aeronautical revenues



Air Carrier Incentive Program Guidebook:

A Reference for Airport Sponsors



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FAA Guiding Principles on Air Service Incentive Programs

- Airports must not discriminate among air carriers
- Airport revenue must be used in a sustainable fashion, and in a fashion consistent with FAA revenue use policies
 - Subsidies (such as revenue guarantee agreements) are not permitted as a part of air service development incentives that are supported by airport funds

Q In general, airport incentive programs can only be used to support new service:

- Source to a new destination
- **§** New entrant carrier to the airport
- **§** Additional frequencies to a destination that is already served
- Since 2011, the FAA has also permitted incentive provisions that would encourage aircraft upgauging

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FAA Oversight of Incentive Programs

• FAA does not formally approve or reject an incentive program

- FAA will answer questions and provide guidance to airports and communities (Office of Airport Compliance (202) 267-3085)
- FAA is open to considering new approaches to air service incentives, which can lead to changes to FAA guidance, as in when an airport approached FAA regarding incentives related to aircraft upgauging
- S The FAA will point out aspects of an incentive program that are not in compliance with its policies and the governing statutes
- FAA conducts financial audits of two to four airports a year, with selection driven by FAA internal criteria
 - Incentive programs, including marketing expenses, are generally a component of these audits
 - **§** FAA does not generally perform standalone audits of an airport's incentive program

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FAA Oversight of Community-Sponsored Incentive Programs

- FAA has no oversight role for community air service incentive activities, there are limits on how airport management and staff can take part in these community activities
 - S Airports may work with local governments to discuss needs and provide expertise, but must remain separate from both finances and decision making
 - S Airports may not use airport funds to support community activities, or to market a destination, even if the activities ultimately benefit the airport
- Q Municipal/community funds used to support airport incentive programs must follow the FAA non-discrimination policy
- Essential Air Service (EAS) program and SCASDP fall under separate guidance from USDOT

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Relationship of Incentives to Economic Activity

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How do Air Service Incentives Affect Economic Activity?

Estimated regression models using our new database of airport incentives for two points in time to see if there was an association between the type of incentive and airline service characteristics

Airline service (#	
seats,	
# departures,	
QSI)	

Regression models (by airport size)

Type of incentive

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Conclusions: Large and Medium Hubs

- **Q** The number of large hubs and medium hubs without incentives are small
- Association between incentives and service metrics is weak; parameter estimates associated with different incentive types are all insignificant or are significant but with the wrong sign
- Potential interpretation: Results could be an indication that most large and medium airports need to offer incentives to be in consideration for new service
 - Solution This is supported by the high percentage of large and medium airports that offer incentives
 - S However, incentives alone are not a significant difference-maker
 - S Results could also potentially be influenced by slot constraints; most desirable airports may not need to offer incentives

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Linking Seats to Economic Activity: Small and Nonhub Airports

- Regression results showed evidence of association between incentives and airlines service (number of departing seats) for small and non-hub airports
- We related number of departing seats to economic activity by reviewing airport economic studies published from 2004 to 2016

Small Hub Airport		Econ Impact (\$M)	Income (\$M)	Jobs	Annual Departing Seats	Jobs/ Seat	Seats/ Job
Norfolk	ORF	\$791.4	\$275.7	9,696	3,095,564	0.003	319.3
Charleston	CHS	\$710.9	\$243.9	6,725	2,024,202	0.003	301.0
Wilmington	ILM	\$1,630.8	\$83.4	4,910	599,492	0.003	296.6
Burbank	BUR	\$1,766.5	\$662.9	12,440	3,215,298	0.004	258.5
Lexington	LEX	\$370.3	\$104.3	3,478	763,860	0.005	160.7
Huntsville	HSV	\$0.0	\$66.0	6,075	1,250,178	0.005	205.8
Piedmont	GSO	\$1,953.3	\$229.7	8,410	1,717,330	0.005	160.7
Spokane	GEG	\$895.5	\$319.0	12,243	2,454,904	0.005	200.5
Boise	BOI	\$1,344.6	\$510.7	15,559	2,491,006	0.006	160.1
Greenville	GSP	\$817.1	\$170.5	9,528	1,440,136	0.007	151.1
Guam	GUM	\$1,722.0	\$628.0	20,440	2,117,579	0.010	103.6
					Overall Average	0.005	198.2
				T	rimmed Average	0.005	213.5

Exhibit 86. Economic Impacts and Annual Departing Seats at a Sample of Small Hub Airports

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How Do Incentives Relate to Economic Activity?

• The use of incentives at small hubs and non-hubs is associated in the data with between approximately 200 and 700 annual airport-associated jobs

Q Small airport "outliers"

- **§** Orlando Sanford International (SFB) (Allegiant Air)
- **St. Pete-Clearwater International (PIE) (Allegiant Air)**
- **§** Punta-Gorda (PGD) (Allegiant Air)

Q Non-hub airport "outliers"

- **§** Trenton-Mercer County (TTN) (Frontier)
- S Cincinnati Municipal Airport Lunken (LUK) (Ultimate Air Service)
- **§** Worcester Regional Airport (ORH)

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Lessons Learned

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Key Lessons Learned

• Air service incentives are increasingly used by U.S. airports and their communities

- S While sustainability of a new service remains key for airlines evaluating new markets and opportunities, incentives increasingly have become an airline expectation, especially for LCCs and ULCCs
- S Importance and amount of incentives depends on a variety of factors including specifics of a particular market and carrier business models
- S Because of constraints on airport-sponsored incentives, community-directed incentives may be the more likely source of innovation in U.S. air service incentive programs and offerings
- S Large and medium hubs are focusing their incentive programs on attracting international air service; small hubs and non-hubs have focused on increased connectivity through routes to domestic hubs

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Key Lessons Learned

- Community-funded and managed incentives are becoming increasingly important, but bring their own challenges
 - S Community organizations interested in providing incentives may be less well informed about commercial aviation, airline economics, and FAA constraints on airport involvement
 - S This may be especially challenging for small hub and non-hub airports that are departments of municipal governments, with airport directors reporting to city managers and councils
- **Q** Considerations for airports or communities designing programs
 - S Comparability to nearby or similar airports and/or communities
 - **§** Markets where incentives can plausibly encourage service
 - **§** What is the target "ROI" for an incentive offering?
 - **§** FAA restrictions
 - **§** Unique characteristics of the airport and/or community

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FOR ADDITIONAL INFORMATION



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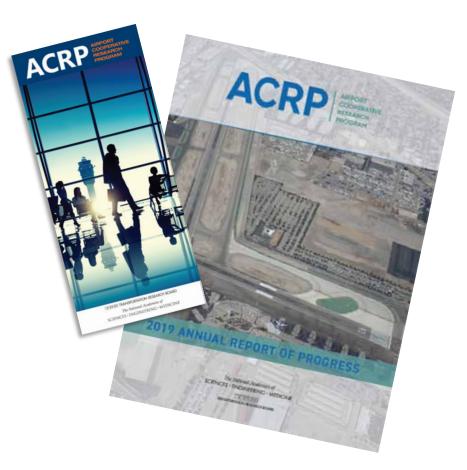
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- Managed by TRB and sponsored by the Federal Aviation Administration (FAA).
- Seeks out the latest issues facing the airport industry.
- Conducts research to find solutions.
- Publishes and disseminates research results through free publications and webinars.



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Other ACRP Research on Today's Topic

Legal Research Digest 37: <u>Legal Issues Relating to Airports Promoting</u> <u>Competition</u>

Report 18: *Passenger Air Service Development Techniques*

Report 142: *Effects of Airline Industry Changes on Small- and Non-Hub* <u>Airports</u>

Report 204: *<u>Air Demand in a Dynamic Competitive Context with the</u> <u>Automobile</u>*

Synthesis 68: *Strategies for Maintaining Air Service*

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September 22 Designing Beyond - Improving Airport Operations through BIM

October 7 Weather the Storm - Climate Resilience at Airports

October 29 Set the Stage - Estimating Market Values for Small Airports

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Today's Panelists #TRBWebinar







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- 100th TRB Annual Meeting is fully virtual in January 2021
- Continue to promote with hashtag #TRBAM
- Check our <u>website</u> for more information

ANNUAL MEETING

January 2021 > A Virtual Event



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