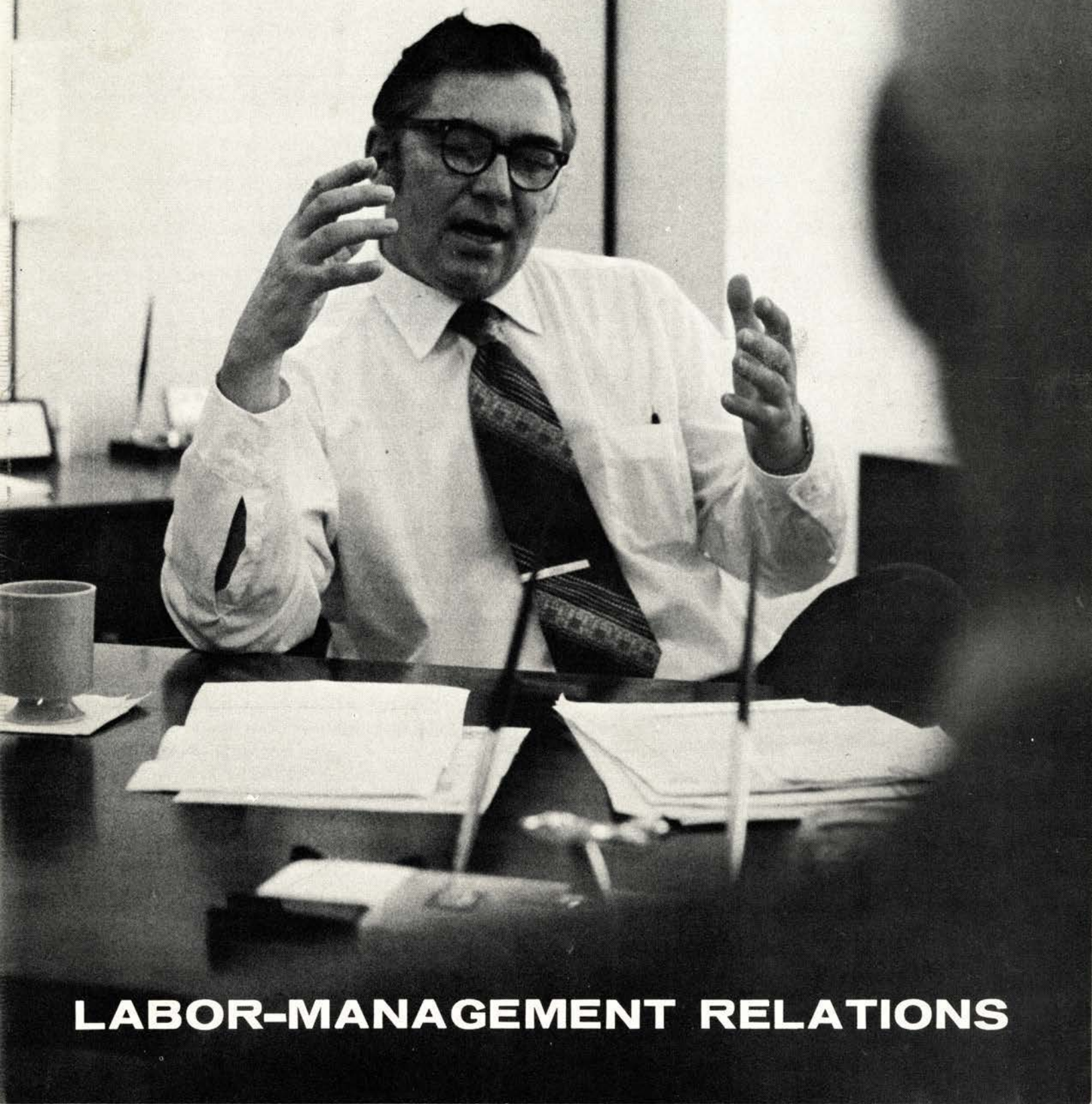


# FAA WORLD

*Service to Man in Flight*

VOLUME 1, NUMBER 11

NOVEMBER 1971



**LABOR-MANAGEMENT RELATIONS**



## Contents

Editorial	2
Labor-Management Relations	3
In Support of the Field	7
Faces and Places	10
Top FSS	12
Direct Line	13
CAMI Struggles With Stress	14
Teed Up & Holed Out	15
Mom's Gooney Bird Tour	16

Secretary of Transportation, John A. Volpe  
 Administrator, John H. Shaffer  
 Associate Administrator for Manpower,  
 Bertrand M. Harding  
 Director, Employee Communications Staff,  
 Leo I. Beinhorn  
 Editor, Leonard Samuels  
 Contributing Editors,  
 Thom Hook and Theodore Maher  
 Editorial Assistants,  
 Carol Lencki and Don Braun  
 Art Director, Osceola W. Madden

FAA WORLD is published monthly for the employees of the Department of Transportation/Federal Aviation Administration and is the official FAA employee publication. It is prepared by the Employee Communications Staff under the Associate Administrator for Manpower, FAA, 800 Independence Ave., Washington, D.C. 20591. Articles and photos for FAA WORLD may be submitted directly to Regional FAA Public Affairs Officers: George Fay, Alaskan Region; David Myers, New England Region; Robert Fulton, Eastern Region; Jack Barker, Southern Region; Neal Callahan, Great Lakes Region; Joseph Frets, Central Region; K. K. Jones, Southwest Region; David Olds, Rocky Mountain Region; Clifford Cernick, Northwest Region; Eugene Kropf, Western Region; George Miyachi, Pacific Region; Edwin Shoop, Jr., NAFEC, and Mark Weaver, Aeronautical Center.



The cover: Ed Curran, FAA's relaxed but intent Director of Labor Relations, chats on his favorite subject. Curran came to FAA for the second time in 1970 after an extensive background in private industry.

—Photo by Leo I. Beinhorn



## The Two-Way Street

Increased labor-organization activity in FAA in recent years reflects the general growth of such activity in the Federal service. Federal employees have a clear, unequivocal right to join labor organizations as stipulated in Executive Order 11491. The FAA recognizes and respects this right.

The FAA population is large and geographically dispersed. But distance and the complexity of the agency must not prevent management from maintaining close touch with the needs and problems of the field. I believe that it is management's responsibility to solicit the views and to be receptive to the concerns of agency members at all times. On the other hand, management must communicate its own priorities to employees.

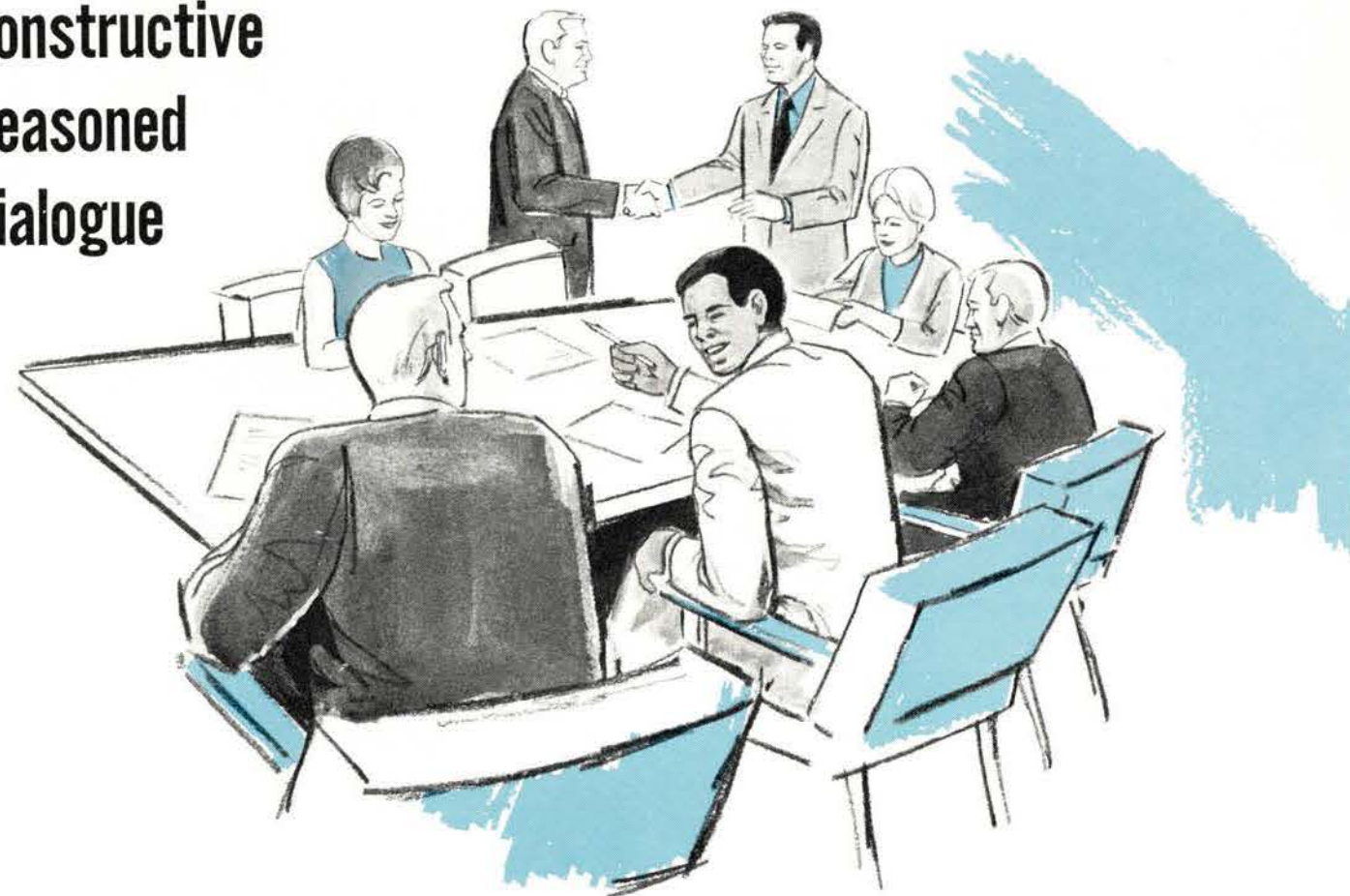
When legitimate issues of contention arise between FAA management and recognized employee labor organizations, both sides are obligated to engage in temperate, constructive and reasoned dialogue. Both have a responsibility to hear what the other says and to make every effort to reach an equitable solution of the problem.

I think both FAA and labor organizations have come a long way toward learning to work together in the formulation and implementation of personnel policies affecting employees. We will achieve fully productive and meaningful labor-management relations only when we make the best use of every available means for communication, cooperation and common-problem-solving.

JOHN H. SHAFFER  
 Administrator

## LABOR-MANAGEMENT RELATIONS

### Constructive Reasoned Dialogue



"These are mercurial times, times of rapid transformation," said dynamic Dr. William Haber in a sparkling final talk to nearly 40 top Department of Transportation managers.

The University of Michigan advisor and economist and his audience were participating in a recent DOT Labor Relations Seminar in the historic seaside town of Annapolis, Md.

"Being an optimist," he added, "I believe these changes to our country will be for the good."

Among significant changes cited were those in research and development, civil rights, women's liberation, a burgeoning population, attitudes, technology and skills, and labor-management relations.

"Traditional areas for labor organizing are giving way to a growth of unions among white-collar workers," Dr. Haber said. "Dealings with labor will not be done on a one-sided basis—unilateral changes merely foster insecurity and hostility."

Nearly a dozen FAAers were among the group, spending a clear, sunny September Saturday confined to the top floor of an Annapolis meeting room, overlooking the oyster boats at city docks and a sailboat-dotted harbor. The top managers were closing out a

day-and-a-half's program, furthering an understanding of what their lower-level managers need to know in handling labor matters in the field.

Dr. Haber was the ninth and final speaker in the seminar, which included a panel featuring DOT Under Secretary James Beggs; FAA Administrator John Shaffer; Vice Admiral Thomas Sargent, Assistant Commandant of the U.S. Coast Guard and Administrator David Oberlin of the St. Lawrence Seaway Development Corp.

Speaking of the many steps FAA has made to improve employee communications, Administrator Shaffer showed the illustrated wall poster on labor-management relations recently sent to all facilities. The poster reminds FAA managers and supervisors of his "strong personal desire" that such relations be "meaningful and productive," as envisioned by President Nixon's Executive Order 11491, amended effective November 24th.

"Through calm, constructive and reasoned dialogue," the message states, "labor-management relations can be mutually beneficial" toward the pursuit of legitimate goals.

As he packed for the return to Washington after the seminar closed, I asked FAA's Director of Labor Rela-





Key DOT executives do their "homework" at a Saturday seminar on labor relations held at Annapolis, Md. Among those at the foreground table are (front to back) FAA General Counsel George Carneal; Deputy Assistant Secretary for Policy and International Affairs Robert H. Bindar; Air Traffic Service Director William Flener, and further along the table, Earl Anderson, Deputy Associate Administrator for Manpower. Flight Standards Service Director James F. Rudolph is at left at the rear table.



Dynamic speaker at close of the two-day seminar was Dr. William Haber, advisor to the executive officers of the University of Michigan. Dr. Haber's topic was "The Impact of Change on Management in the U.S.," and he told the Department of Transportation's top-level audience that change is a way of life today and he personally believes it will be for the good.



Panel presenting the top-management viewpoint of labor-management relations in the Department of Transportation faces the audience. From left to right: David W. Oberlin, Administrator of the Saint Lawrence Seaway; James Beggs, Under Secretary of Transportation; Vice Adm. Thomas R. Sargent, Asst. Commandant, U. S. Coast Guard, and John H. Shaffer, FAA Administrator.



tions Ed Curran about recent strikes in the Federal service.

"During the 1930s, Curran said, there were strikes in the Civilian Conservation Corps and the Works Progress Administration. Some of the issues were wages, food, 11 p.m. bedcheck and having to work in the rain! Later, there were work stoppages in the Tennessee Valley Authority, but from 1962 to 1969 the Federal service was almost totally free of strikes—which, by the way, are illegal," he added.

"What we have now in Executive Order 11491 as amended," Curran explained, "is a mechanism for management and labor to work together so we don't reach a work-stoppage state."

Concluding the thumbnail history, as he collected his toothbrush and razor, Curran said:

"The 1970s can be called the age of bilateralism—I'm borrowing the expression from Tony Ingrassia, the Civil Service Commission's director of Labor-Management Relations.

"With this newly amended order, employees—through their elected union representatives—have gained a greater voice in determining working conditions and personnel policies affecting them."

Curran, in his early forties, moved quickly about the room rounding up information kits, books and manuals. His calm air belied the fact that six-hour sessions at the bargaining table can be as fatiguing as pick-and-shovel work.

"In a nutshell, Ed," I asked, "what does this amended order mean?"

He thought, then answered: "Simply that today, in the Federal service, agency heads no longer have the final decision-making authority on certain issues, such as appropriateness of bargaining units, election procedures, alleged unfair labor practices and resolution of bargaining impasses.

"That means," he went on, "that Federal managers are now confronted with the necessity of persuading an outside third party as to the correctness of the agency's position on issues. This radical change emphasizes the importance of having all parties involved in labor-management relations understand their respective rights and obligations."

Lack of experience on both sides of the table often contributes to misunderstandings and other undesirable side effects, Curran told me.

"For many Federal managers, the labor-management



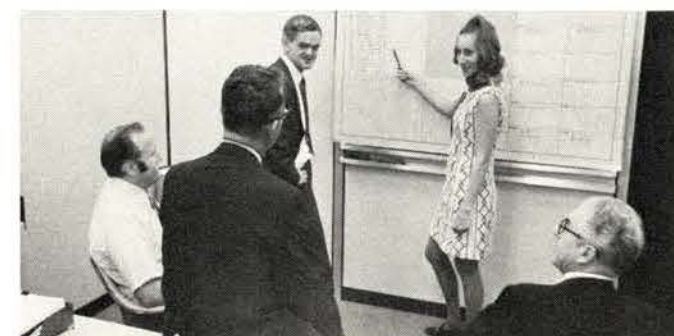
Discussions continue over lunch at the weekend seminar in Annapolis, Md., among (right to left) Administrator John Shaffer; Edward V. Curran, Director of FAA's Office of Labor Relations, and Deputy Administrator Kenneth M. Smith.

Discussing the impact of a proposed reorganization on union recognition are Vivian Perry, secretary to the chief of the Policies and Standards Division in Headquarters Labor Relations, and Labor-Management Relations Specialist Frank Kaegi.

In Headquarters, Labor-Management Specialist Carol Arnold explains status of contract-negotiation activity in field organizations to (from left) Training Specialist George Gunter; Frank Kaegi (back to camera) and Joe Noonan, both LMR specialists; and Policies and Standards Division Chief James J. Gillespie.



Division chiefs in the Headquarters Office of Labor Relations discuss upcoming negotiations with local labor organizations in Chief Jack Embrey's Union-Management Relations Division office. Secretary Gay Smith takes notes next to Labor-Management Relations Specialist Keith Burt. At right is Jim Gillespie, Chief of LR's Policies and Standards Division.



relationship is a new experience, as it is for their employees and many of the local union representatives," he said. "We in FAA recognize that management has much to learn. We're doing our best to see that our management at all levels understands how to deal properly with the labor unions elected by our employees to represent them." With that, packing was completed and Saturday dinner coming up.

On Monday, on the third floor of Headquarters, Labor Relations Specialist Frank Kaegi explained that the office has two divisions reporting to Curran. His deputy is William W. Heimbach, who has had many years' experience in private industry, as does Curran. Jack Embrey heads the Union-Management Relations Division (LR-100), which deals primarily in contract negotiation, third-party proceedings, program maintenance and with fact finders, arbitrators and review authorities. Embrey also directs training for managers and supervisors who interact with unions at the local level.

Typically, a union submits a contract proposal for review, Kaegi said, and management works out alternative proposals when there are differences in views. Then a management spokesman and staff representative from the facility meet with the union; together

they work out an acceptable agreement. Headquarters does not become involved unless invited, but provides continual guidance. About a quarter of FAA's work force is in facilities having exclusive union representation.

"How do unions get recognized by management?" I asked.

"Well, for example," Kaegi said, "a labor union desiring to represent employees at an FAA office or other bargaining unit first files a petition with the Department of Labor's area administrator. The petition has to have with it a 'showing of interest,' signed by at least 30 percent of the eligible employees.

"A secret-ballot election is then conducted under Department of Labor auspices; if the union receives a majority of ballots cast, it is certified by Labor as the exclusive representative," Kaegi said.

One of the two division chiefs sitting in with us, Jack Embrey, interjected a comment: "We've got a responsibility to make sure our employees are fully aware of their rights to make up their own minds as to joining or not joining."

Among the bigger unions FAA deals with are: the American Federation of Government Employees; Na-





Listening to Robert Calloway, key figure in the Federal Mediation and Conciliation Service, at a national conference, are these four FAA field labor-management experts in the foreground (from left): Bob Huffine, Great Lakes branch chief; Jim Gill, Southwest branch chief; Mac McClendon, Southwest specialist, and Bonnie Ellington, Central Region specialist.

tional Association of Government Employees; the Professional Air Traffic Controllers Organization; National Federation of Federal Employees; National Association of Air Traffic Specialists; International Association of Machinists and Aerospace Workers; International Brotherhood of Electrical Workers, and the International Association of Firefighters. Several professional societies also have dealings with the agency.

Jim Gillespie's Policy and Standards Division (LR-200) dovetails considerably with Embrey's division, but develops overall policy and maintains the program. LR-200 arranges meetings and conferences and corresponds with the Congress, labor unions and the general public. There is also considerable division work in adverse actions, grievances and appeals. Recently, the authority of the impartial examiner has been greatly strengthened in minor adverse actions. Since April, 175 examiners have been trained through nine separate orientation sessions.

Gillespie's division also arranges a three-day conference every six months at a central point for field and Headquarters people at which significant developments are discussed.

Asked what the trend is in union growth, Jack Embrey pointed out that unions are tending to be recognized along industrial lines. Embrey traced the history of FAA's labor relations programs to its beginnings in 1960 as part of the Employee Relations Branch, within personnel's Programs Division. By 1964, it became the Employee-Management Cooperation Staff. In another four years, it grew into a division, with Embrey its chief. In March 1970, it started operating as an Office of Labor Relations.

Next, Van Smith of Headquarters Operations told us about "catering" for a local election—his office made available the ballots, challenge ballot envelopes and ballot boxes. Local managers made available polling

places, voting booths and impartial management observers. Guidelines on labor-management relations are given in a new FAA Directive 3710.7B, he said.

"Some managers may see a great deal of correspondence, procedure and workload involved in this at first," Smith observed, "but the basis of the whole program and of the Executive Order is to supply avenues for resolving important employee problems. There is a way out, a procedure to follow serving two purposes: employees can be heard and relationships are stabilized while the complaint is being heard, sometimes with the services of a third party."

In checking back with the Labor Relations Director, I asked him how the field is kept informed.

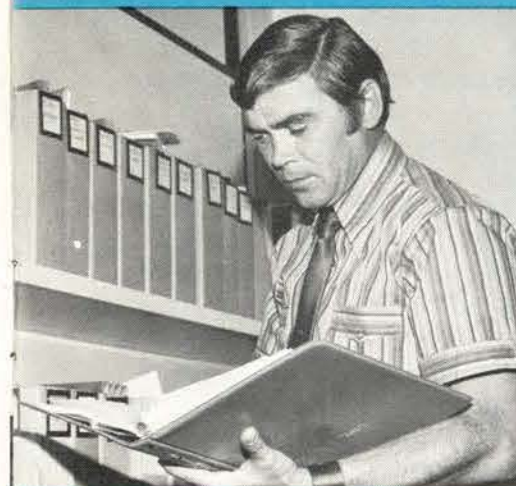
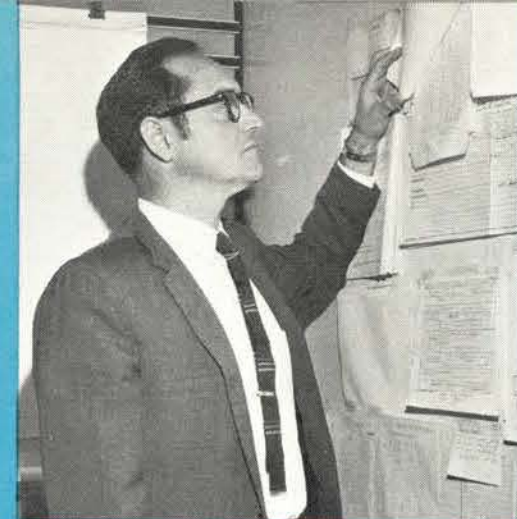
"Shortly after the order came out," Curran said, "we began a series of one- and two-day training conferences for all levels of supervision, FAA-wide. To date, we have put more than 5,000 supervisors through the one-day course, and over 1,600 received two-days. By this January, the initial training will have covered the main points of the order, such as fair labor practices and major aspects of negotiation and consultation."

Curran also said that the Management Training School at Lawton, Okla., and the FAA Executive School at Charlottesville, Va., feature eight hours and a half-day, respectively, on labor relations. A weekly "Activity Digest" published by Curran's office gives late developments to all LMR Specialists, and special items to the supervisory audience appear in the new semi-monthly news letter, "EXECUTIVE DIGEST." Via the telephone and frequent field trips, Washington and the field are in constant touch on labor matters.

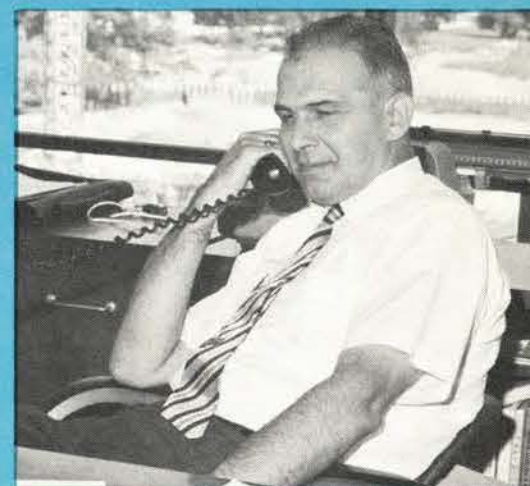
Curran concluded by saying, "We are constantly exploring better ways to ensure that every FAA management representative develops the expertise needed to effectively manage labor-relations affairs at every level."

—By Thom Hook

Labor-management-relations representatives from all FAA regions and centers at a national conference listen intently as David Roadley (out of the picture), Federal Service Impasses Panel, speaks on collective bargaining. From foreground are Jack Embrey, Chief, Union-Management Relations Division, Headquarters; Marty Hogan and Bob Garner, Labor-Management Relations Specialists from the Southern Region; Keith Christenson, Chief of the Employment Branch, Southwest, and Bob Hunter, Chief, Labor Relations Branch, Northwest Region.



## IN SUPPORT OF THE FIELD



Part of the Airway Facilities Service staff-support team—top row from left: Kathleen C. Bell, Administrative Officer (sitting) and Thomasine Johnson, secretary to the Management Support staff; Gilbert Christiana, Chief, Data Systems Branch; Arthur E. Braytenbah, Executive Officer, and Warren C. Sharp, AF Deputy Director (standing). Bottom row from left: Paul Bagley, Acting Chief, Navids and Communications Branch; John Wichels, Navids and Communications electronics engineer.

An electronics technician in the Western Region plugs in a new console and gets a small electrical shock . . . the noise is earsplitting in the equipment room of a VORTAC in the Southwest Region . . . a technician in another region finds that he has no documented standards for certifying automation equipment after maintenance work.

When these and scores of other problems which require more than routine maintenance or advice crop up at FAA installations across the country, the technicians in Airway Facilities Sectors usually alert their supervisors, send in unsatisfactory-condition reports or research the problems and submit beneficial suggestions to their regional headquarters. Do they get help? How long does it take? Does someone listen?

To find out, FAA World looked at aspects of staff support by the Airway Facilities Service as an example of the back-up the agency provides to the field.

We discovered that some 30 electronic, mechanical and civil engineers in the Maintenance Engineering

Division are wrapped up most of their working hours in correspondence or telephone conversations with regional Airway Facilities Divisions and in coordination with the Systems Research and Development, Air Traffic and Flight Standards Services and the National Airspace System Program Office. They "put out fires," answer questions, develop standards, produce equipment modifications and put together engineering studies.

When do the engineers evaluate employee suggestions? On weekends, oftentimes.

"All week long, the phones keep ringing, little crises keep popping up, and it gets pretty hard to find time to concentrate on suggestions," explained Jack Wichels of the Navids and Communications Branch. "We have to check the records for similar suggestions made in the past and look at each new one in terms of cost/benefit. A suggested equipment modification might cost only \$75 at one site, but when we add it up for agencywide implementation, it could total \$50,000."



We have to decide if it's worth it." The budget for all hardware modifications last year was \$499,000 and is the same this year.

"Implementation is almost always agencywide," said AF Deputy Director Warren Sharp. "The regions don't make modifications, so that the AF Service can build standardization into the ones we do make."

The regional Airway Facilities Divisions evaluate suggestions and forward all of them to the AF Service. Those recommended for adoption are distributed to the "lead engineer" in each of the specialized branches of the Maintenance Engineering Division: Radar, Nav aids and Communications, Data Systems, Electro-mechanical, and Structures and Grounds. The engineers, in turn, make their recommendations—usually heeded—and the final decision to adopt or not is made by the division chief. Notified of adoptions, the regions grant recognition or awards to the employees who offered the suggestions.

The AF engineers frequently request a modification evaluation by one or more regions other than where a suggestion originates. "You stimulate thought that way," said Paul Bagley, acting chief of Nav aids and Communications. "Maybe a guy in another region will see a better way to do it, even if the first region has already run some tests." The last step is construction of AF-designed modification kits at the FAA Depot, and distribution to the field.

"But as far as I'm concerned, the awards program produces too many marginal suggestions," Bagley remarked. "I think it's in the line of duty to send in worthwhile ideas, but it shouldn't be rewarded with money. We normally adopt about one of five, so the encouragement with money to send in many suggestions may have the opposite of its intended effect on morale. If a man's suggestion is adopted, that's a reward in itself, and the man would be recognized and praised at his own facility. This helps his promotion chances and solves one of his working problems. I'd like to see the benefits of the present suggestion program weighed against the clerical work and time that supports it."

"We do get some outstanding suggestions occasionally," observed Art Hendrickson, also of Nav aids and Communications. "We had tremendous success on one that came from an employee in the Southwest Region on the noise caused by cooling motors in VORTACS. He had it tested and turned in full documentation with his suggestion. We checked it out with SRDS and then had it implemented without further field tests. Sometimes, however, we adopt a suggestion, but our budget prevents quick action; then frustrations build up in the field as well as here.

"When I see a good suggestion, Hendrickson continued, "I'd like to get out an EEM—electronic equipment modification—without a lot of waiting. But when I send it out for testing and comments, I may get caught in a crossfire of different opinions and results

from the regions. In that case, I recheck the modification and send it out a second time. By then, a year has passed—easily. The project is eventually completed, but it can take time. A while back, I finished one that took several years, and I really felt good when the EEM finally came out."

"Until now, we've adopted most suggestions for automation equipment," said Gilbert Christiana, chief of the Data Systems Branch. "But the volume is increasing as automation equipment becomes more widespread, and we'll have to be more selective. A notable problem is the lack of standards in the field for certification of automation equipment after maintenance work, largely because the equipment is so new and uses advanced state-of-the-art design that we don't have long experience with. In mid-September, we had a group at NAFEC composed of manufacturers and people from the AF Service, Air Traffic and NASPO to work on these standards for en-route automation hardware."

"Day-to-day priorities are determined by the engineers in each specialty," explained Marvin Carl, acting chief of the Maintenance Engineering Division. "There's no formal ranking of projects, but if there is an urgent problem, it gets quick attention." Significant equipment "outages" are reported by the regions in two to four cross-country communications sessions (NASCOM) held each week at Headquarters. AF specialty engineers and the AF Director, Jefferson Cochran, or the Deputy Director, attend each session.

More than 13,000 Airway Facilities installations throughout the country generate a huge workload for staff support. Is there enough staff to do it? Yes, for the most important needs. No, for timely responses to all problems. "The budget is finite, and we're working with the staff resources that can be made available, in light of the agency's many competing priorities," said Warren Sharp. "But we could use more people."

"There are 252 people on board in the Airway Facilities Service," added Administrative Officer Kathleen Bell, "and they support 10,000 people in the field."

Most of the engineers in AF gained firsthand field experience with hardware and field conditions before coming to Headquarters. What happens to their expertise after several years at AF? It stays about the same, but new equipment goes into the field all the time, and the engineers rarely see any actual equipment—new or old—during their work.

"I think rotation from field to Headquarters and back again is a good idea," Nav aids' Bagley commented. "You're no good to the field anymore after you've been here a long time." How long to stay? "From three to five years here is about the best period," Bagley, Wichels and Hendrickson agreed. "Besides," said Bagley, "you get so busy dealing with day-to-day problems and coordinating with the other Services that it's hard to think up innovative ideas to solve the field problems."

"I worked on a project started by Enoch Wright in the Rocky Mountain Region. He's the man who got the Suggestor of the Year Award for a hand-held transmitter he built to check out direction-finding facilities," Wichels related. "Standard procedure used to require the technician to carry—or drive—a heavy transmitter to eight positions around the facility, two miles away from it. That can be pretty tough in many places. Wright's device is the size of a pocket transistor radio. With it, you can move back to positions only 150 feet or so from the facility. If the man who wrote or updated the ground check procedure had been more familiar with field conditions, he might've suggested or developed something like Wright's transmitter. This is one indication why rotation to and from the field is important."

"While rotation is desirable and we encourage it, there is no formal schedule," commented Deputy Director Sharp. "I think the turnover is adequate but it could be improved."

The Airway Facilities Service (AF) was formerly known as the Systems Maintenance Service (SM), which was limited to "non-functional" modifications—usually for safety, reliability, convenience and economy. Commissioning of new or functionally modified equipment was the responsibility of the Facility Installation Service. At the end of September, agency man-

agement decided to transfer FIS functions to SM—and change SM's name—to bring Washington's office structure for maintenance and installation into line with that of the regions. The change eases problems of coordination and decision-making at Headquarters on the design of new equipment—designs which must include reliable performance, as well as features to simplify maintenance work. One man from the Airway Facilities Service works with a committee of agency management to review manufacturers' proposals for new equipment designed by the Service.

Each time a new piece of equipment goes into place, a manufacturer's instruction manual goes with it. Manufacturers, however, do not provide handbooks clearly outlining minimum standards and essential preventive maintenance for an entire system—an instrument landing system, for example. Pulling together this information rests with the Maintenance Procedures Branch, headed by Dan Rogers.

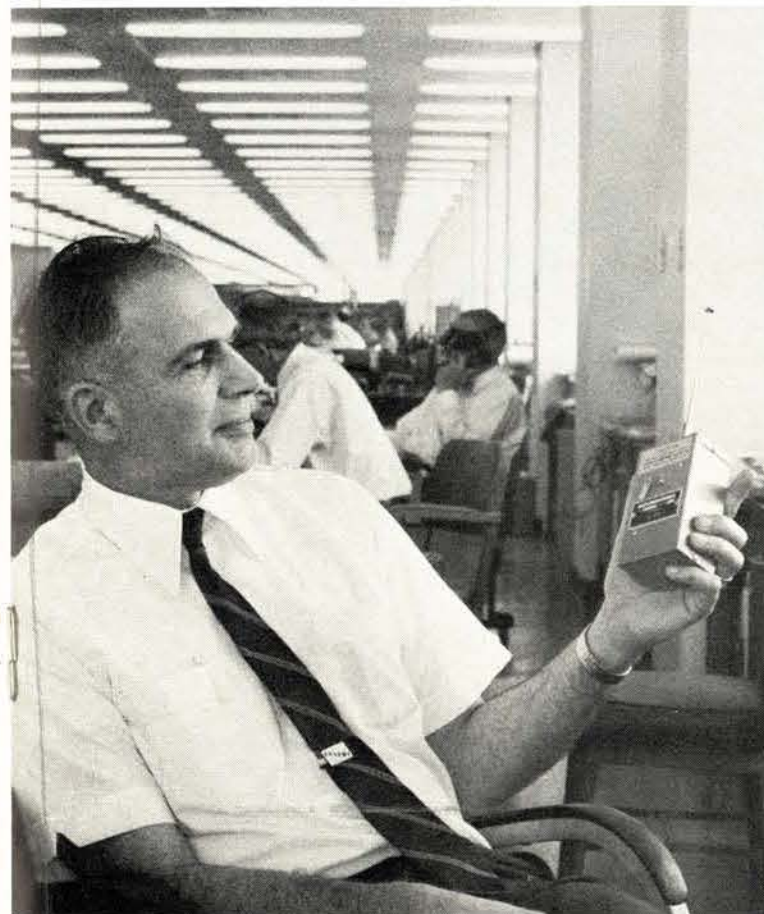
Rogers cheerfully presides over some 66 handbooks which amount to more than 3,000 pages. "More new equipment now comes to the agency with comprehensive manuals," he said, "but we're still writing or revising handbooks to catch up with new or upgraded hardware."

Early this year SM studied the possibility of establishing a National Field Office to improve maintenance standardization and staff efficiency. Rather than recommend an NFO, which would complicate FAA internal communications and virtually eliminate regional maintenance support to the field, the study team asked for transfer of handbook writing and equipment-modification designing to a new office at the Aeronautical Center, where readily available hardware and an advisory staff of the FAA Academy and Depot could streamline these efforts.

The study also recommended establishment of an office for automation-maintenance support at NAFEC, which has a cornucopia of automation systems.

Both of these recommendations were approved by FAA Deputy Administrator Ken Smith and by the Office of the Secretary of Transportation. The NAFEC office began work in September with a small staff that will be greatly expanded in the next two years; the office at the Aero Center will be in business by January. The new offices should go a long way towards quickening the reaction time to field suggestions and requests for technical assistance and guidance.

—By Don Braun



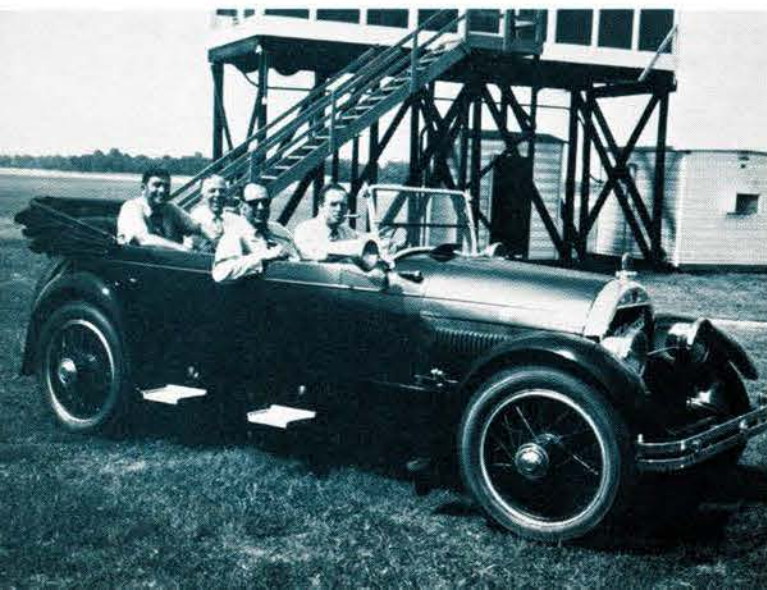
This hand-held DF-testing transmitter, designed and built by electronics technician Enoch Wright, is now a standard for agencywide use, explains engineer John Wichels.



# FACES AND PLACES



**HONING SKILLS**—Controller trainees Bob Gluck and Okey Shreves (left to right) receive simulated-radar instruction from instructors Arnold Guadalupe and Norman Lizzul at the New York ARTCC's new school, located near the Center.



**MAKING THE ROUNDS**—The scene isn't vintage, only the car is. While on a visit to the Shreveport, La., facilities, Air Traffic Director William M. Flener slipped behind the wheel of this 1919 custom-built Cadillac belonging to Ralph Golsby, downtown tower controller. Along for the ride are (left to right) Ed Lowther, Earl Stone and William Morgan of the Southwest Air Traffic Division. Golsby restored the Caddy and five other antique cars.



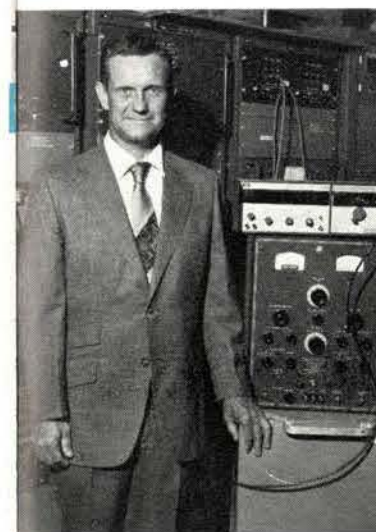
**CO-OP ENGINEER**—The Central Region's first candidate to successfully complete its Cooperative Engineer Development Program is Leland T. Mardis (left), who entered the FAA as an installation technician and is now an electronic engineer. Making the presentation is Region Director John M. Cyrocki.



**HARD TO TOP**—An FAA Certificate of Merit was presented to Virgil Simmons (right) of Oakland, Calif., by Oakland GADO chief John S. Zentner for his recent retirement as the oldest pilot examiner in the nation. At 73, Simmons had served in that job since 1939. He first soloed in 1911, obtained an ATR designation in 1946 and has been involved in air-transport instruction ever since.



**NON-STOP STOP**—British aviatrix Sheila Scott dropped in on Anchorage with defective landing gear and only three gallons of fuel during her polar circumnavigation. Bobby J. Bray, GADO operations inspector at Anchorage discusses fuel-consumption figures with Miss Scott after Herb Shannon of the Fairbanks GADO arranged for gear repairs and Fairbanks tower chief Allen Hartliep authenticated her stop.



**SCHOLARLY**—After attending the University of Colorado, Barstow Junior College and the FAA Academy, Thorvald S. Ulevog, technical expert for radar at the Cedar City, Utah, Airway Facilities Sector, garnered a B.S. degree and the title of Distinguished Scholar of the School of Business and Technology at Southern Utah State College, the top academic award in the class. Surrounding him here are UHF A/G transmitters and modulators, for which he suggested a modification to increase their reliability that was adopted nationally.



**SUGGESTION PAYS OFF**—Radar technician Robert Knosalla (left) is \$1,030 to the good for inventing a device that allows a San Francisco radar controller to see aircraft all the time in an area where it was not possible previously. Airway Facility branch chief K. L. Willits made the presentation of the award.



**SURPRISE!**—While taking computer-maintenance training at the FAA Academy, Don Olivera, electronic technician from the Airway Facilities Sector at Fremont, Calif., was presented with fraternal triplets by his wife Joan. The couple has three other children, so when Don returns home this month, home may need some expansion, too.

—Photo by The Daily Oklahoman, July 26; copyright 1971, The Oklahoma Publishing Co.



**HOW TO SAVE MONEY**—Edward Timm, management analyst at NAFEC, lectures over a flip chart at a Value Analysis workshop held in Kansas City at TWA's Breech Academy. The five-day course in cost management was attended by 25 FAAers from four regions and NAFEC.





The modern Fairbanks FSS (left), ideally located at Fairbanks International Airport, is surrounded by fixed-base operators, flight schools and aircraft rental companies. Remote Barrow (right) is a frame building with no modern conveniences. FAA plans to construct new living quarters as well as a new FSS.

In the remotest reaches of Alaska is a flight service station that covers more territory than any other in the nation—almost half the state—and covers it well. For in August, Air Traffic Service Director William M. Flener awarded the far-flung Fairbanks/Point Barrow FSS the National Flight Service Award for 1970.

Fairbanks and Barrow are physically two separate facilities—some 400 miles apart—but they come under the supervision of one facility chief and administratively are treated as one. Fairbanks is near the center of the state and Barrow is at the north edge bordering the Arctic Ocean. Although the land between the two stations is sparsely populated, the air swarms with all types of planes and helicopters. There is a great deal of activity between Fairbanks and the oil-rich North Slope. During 1970, the stations recorded a combined total of 181,367 flight services.

The Fairbanks facility personnel, housed in a modern building with up-to-date equipment, work closely with the Anchorage and Fairbanks Air Route Traffic Control Centers, coordinating flight-movement information from Canada, throughout Alaska and over-the-pole flights. Fairbanks also supplies relief personnel to Point Barrow, Northway, Gulkana, Nenana, Tanana, Galena and Bettles. This relief responsibility requires specialists to have exceptional knowledge of flight services required for over half the state.

The Barrow facility, in contrast, is less commodious. There is no running water, so water must be carried in daily. Just manning this facility is a problem since the living quarters leave much to be desired. Specialists are sent from the Fairbanks FSS on rotational relief duty for 60 days at a time. They live in small rooms in a quonset hut and eat at a local mess hall. The weather sometimes makes their five-mile drive to the facility impossible. New living quarters and a new building for the Barrow FSS are now on FAA's drawing boards.

The work force at Barrow consists of three relief personnel from Fairbanks and two local hires, Daniel Truesdell and William Neakok, who attained journeyman status during the past year thanks to the many hours of on-the-job training they received from Fairbanks relievers.

Looking to the future, with all signs indicating that flying activity is on the rise for the Fairbanks/Barrow FSS complex, David Gray, FSS Chief, says confidently, "We believe we're ready to handle whatever comes our way in the period ahead."



William M. Flener (left), director of Air Traffic Service, presents National Air Traffic Facility award to Don Dade, chief flight-service specialist at the Barrow FSS. Others (left to right) are David Gray, facility chief of the Fairbanks/Barrow FSS complex; Max Fullmer, flight-service specialist at Barrow, and Jack Webb, Alaskan Region Director.

Point Barrow Flight Service Specialist Bill Neakok checks over a flight plan with three visitors from Los Altos, Calif. Both visiting and local aviators point to the high-quality service that Fairbanks/Barrow FSSs provide.



## DIRECT LINE



**Q. Is it possible for a "facility-rated" GS-9 developmental controller to work more than 25% of his time doing GS-11 journeyman duties? If yes, what percentage is permitted and where is this covered in an order or handbook?**

**A.** The policy covering developmental positions is stated on page vii of the Organization and Classification Guidelines for Air Traffic Control, GS-2152-0, of September 23, 1968. Also, it was intended that GS-9 developmental controllers would receive training and acquire competence in the performance of duties at the next higher level. The GS-9 employee normally works under immediate supervision at the outset of each assignment to a new kind of work; but when checked out for particular positions of operation, the employee independently performs the described duties under general supervision. Under the above concept, some GS-9s may work for 25% or more of their time performing work at the higher level.

**Q. If a developmental controller can be "detailed" to perform GS-11 duties for 30 days, how much time shall elapse after that 30-day detail before he can be given another 30-day detail to perform GS-11 duties?**

**A.** FAA does not detail developmental controllers to perform duties and responsibilities while they are acquiring the skills and knowledge needed at higher levels. The grade levels serve as steps in the career ladder of developmental controllers. Hence, an employee is not restricted to a narrow band of duties and responsibilities while he is progressing to the full-performance grade level or to the journeyman-controller level. When developmental controllers are promoted to a full-performance level, they are expected to perform the full range of controller duties on an independent basis.

**Q. I accepted a downgrade from GS-9 to GS-7 in order to change my option from center to station.**

### Sign In, Please

FAA WORLD tries to print all correspondence that is of significance to other FAAers in the "You Said It" and "Direct Line" columns or to answer your letters. We welcome your comments about the magazine and agency matters, whether favorable or not.

While all letters to be used in the magazine must be signed to attest to their validity or, of course, to be answered, we respect any correspondent's desire for anonymity. No names are used in "Direct Line," and if the writer so requests, his name will be withheld from "You Said It." We will use only the job title and region name in such cases.

In any event, FAA WORLD does not pass on names; the queries that go forward are without identification. So, feel free to write us as long as we know who's on the other end.

**The area I moved to said this was their individual policy. The area I came from allowed the same change in their area with no downgrade. Quite some time before I was checked out and restored to a GS-9 level, the area office allowed a new employee, hired as a tower option and allowed to change to a station option, to remain at the GS-9 level. Since I was not given credit for previous time as a GS-9, even though I have over three years FAA service, this trainee with one year's service went to GS-9, Step 1, while I wait for one year in grade for a step increase. Do I have any recompense coming due to their apparent policy change?**

**A.** Positions in ATC facilities are filled by outside recruitment, promotions, in-grade reassignments and sometimes by a change to a lower grade of an employee who prefers to live and work in another location and is willing to accept the lower grade in order to achieve his goal. These optional methods of filling vacancies are not controlled so much by agency policy as they are by the qualifications, employment preferences and the availability of applicants.

In your particular case, you applied for and were selected for a lower grade because you wanted to move to the station option. When you were demoted to GS-7, your salary was adjusted in accordance with agency policy applicable to voluntary requests for demotion. When you were repromoted to GS-9, you received an increase in salary that started a new waiting period for a periodic step increase. Comparisons with other individuals who were selected under a different set of circumstances often reveal major differences because of the many variables involved.





Dr. Carl Melton (right) and Dr. Arnold Higgins, researchers at the Civil Air Medical Institute, check the operation of the machine they devised to measure workload of air-traffic controllers.

Lab technician Ted Saldivar is "wired for stress" with equipment that is used to measure stress on the job. Marlene Hoffman tests his recorder before he goes to work.



## CAMI Struggles With STRESS

"We know that controllers suffer from stress-related illnesses more than members of many other professions," said Dr. Carl Melton of the agency's Civil Air Medical Institute, explaining the research he has been working on for several years. "But knowing this is one thing; pinning down ways to reduce stress is quite another," he added.

The job is complicated by the need to devise methods for measuring stress. This is not surprising, Dr. Melton said, since he and the other medical people at CAMI are involved in basic research—the preliminary work has not already been done.

A method that the doctor has been experimenting with for the last three years is physiological testing, in which controllers selected from facilities under investigation are wired for sound . . . or, we should say, wired for stress, recording such things as heartbeat, respiration and galvanic skin response.

The equipment used for the test, including sensors and recorders, is miniaturized and battery operated so as to give the controller complete freedom of movement. This is essential since the subject wears the equipment throughout the working day

tower. Here, Dr. Melton found preliminary indications that the stress loads, as measured by the system he devised, were considerably lower than those discovered two years earlier at the old O'Hare tower. "Unfortunately, I have no way of measuring the difference," he said. However, he is currently formulating an index for comparing levels of stress, which, when completed, may determine the influence of workload, for instance, on stress levels.

This brings the good doctor back to basics—inventing a machine for measuring workload. This he did by relating workload to the time a controller spends actually communicating with aircraft or other controllers.

The final step in this multi-faceted problem of combating stress-related illnesses among controllers is to determine ways of reducing stress in a measurable way. As a start, Dr. Melton intends to make before-and-after tests at a facility being automated. "From this, we'll be able to get some idea of the effect automation is having on stress levels," he explained, "and this can provide insights into stress reduction. That's basic research—we have to go one step at a time," he concluded.



This stoic foursome from the New York Center awaits the passage of a SAC plane and the photographer's overdue tee-off.

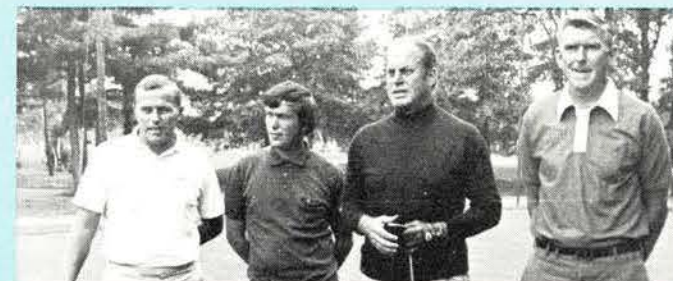
## TEED UP & HOLED OUT

Golfers, mad dogs and Englishmen . . . In the face of sweltering humidity, threatening rain and the screaming of inbound USAF aircraft that made many a chin rise, 216 FAAers turned out for the September New England Regional Open Golf Tournament at Westover AFB, Chicopee, Mass.

The sufferers in joy represented 28 facilities, including some in Boston, Montreal, Indianapolis, Chicago, New York and Washington, D.C. From the last came one described as "hitting a good ball"—Administrator John Shaffer. A member of his foursome, Fred Britton of the Boston Center, was the low-gross winner. It was his third win in five years in this tournament, which is sponsored by the Boston ARTCC and managed by the center's Leo Nangle.

Other winners: second low gross, Joe Reagan, Central Flow Control, Headquarters; third low gross, Clay Hedges, AT chief, Eastern Region; low net, Ron Fetter, White Plains, N.Y., tower; second low net, Dan Haywood, Bradley, Conn., tower; third low net, M. J. Ahearn, Boston ACDO; closest to pin 10th hole, S. Wheeler, Boston AFS; closest to pin 8th hole, D. Cleary, NE Telco Headquarters. Jay Black of the New York Center collared "The Most Honest Golfer" prize.

Relaxing at the 19th tee are (left to right) Joe Gallagher, Leo Darcy, Bernie Garbowski, Frank Boyer and Bill Boudreau. Garbowski is from the New York Center; the others call Boston Center home.



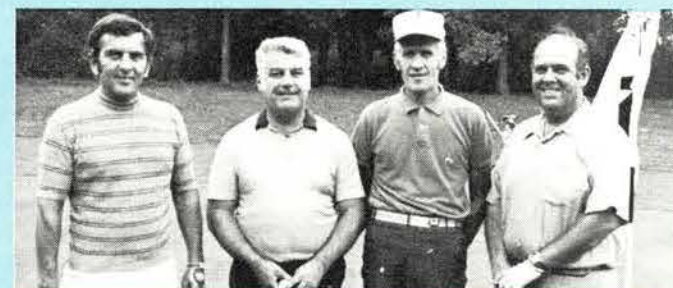
Top men: Three-time low-gross winner Fred Britton, Boston Center (left), was teamed with Administrator John Shaffer (second from right). Completing the foursome are Jim Baskins, Boston Center, and Dan Haywood, Bradley, Conn., tower.



Spirits were high near the first tee for (left to right) Dr. John Cahill, NE-300; Fred Drake, Boston ARTCC; New England Regional Director Ferris Howland; Dick Livingston, NE-500, and Leo Nangle of the Boston ARTCC, tournament director.



Propped up on their drivers (left to right) are a New England trio: Dr. John Cahill, flight surgeon; Larry Sullivan, regional counsel, and Dave Myers, public affairs officer.



Crowding the pin after holing out are (left to right) Rick DeCola, Boston Center; Pat Turner, Montreal Center; Jack Hayes, Boston Center, and New Hampshire guest Ralph Talarico.







*"These are the throttles and the prop-pitch controls," explains Aeronautical Center Director A. L. Coulter to Mrs. Guy Robertson in detailing the procedures for operating a C-47 on one engine. Mr. Robertson looks on with interest.*

## Mom Gets a Gooney Bird Tour

While A. L. Coulter, Director of the Aeronautical Center, was flying for the Navy during the Second World War, including the Navy's version of the C-47—the R4D, Mrs. Guy Robertson was riveting ventilator doors, called cowl flaps on the C-47. The two of them had a chance to compare notes recently.

Despite the war job, Mrs. Robertson had never seen a C-47, but her son was now flying a DE-47—the electronic version of the C-47—in Vietnam. Mr. Robertson put in a call to the FAA at the Aeronautical Center to ask if they could be shown the plane that their son was flying. Director Coulter mentioned that he had flown the plane and that he would be happy to show FAA's C-47 and explain some of the problems of its flight, which the son had written about.

Mrs. Robertson sat in the cockpit of the FAA's C-47 flight-inspection aircraft on the ramp at the Aeronautical Center as Coulter explained the myriad dials and switches that make the machine go. She commented that she didn't think it would be so big, at which Coulter remembered that it looked big to him, too, when he first checked out in it. Now, it doesn't look that large alongside the other FAA craft—the 720s and 727s.

Coulter agreed with the opinion of Lt. Robertson expressed in a letter that "You work every minute you're in it." Young Robertson had also mentioned the efforts required to bring in the plane on one engine, which Coulter explained to the concerned parents.

It was a happy bit of nostalgia for Coulter and a satisfying revelation for Mr. and Mrs. Robertson.