

MEETING THE CHALLENGE OF THE 1990'S
REMARKS BY JAMES B. BUSEY, ADMINISTRATOR
FEDERAL AVIATION ADMINISTRATION
BEFORE THE NBAA ANNUAL CONVENTION
OCTOBER 3, 1989
ATLANTA, GEORGIA

THANK YOU. IT'S GREAT TO BE HERE WITH
YOU TODAY. THIS IS MY FIRST TIME AT YOUR
ANNUAL CONVENTION, AND I AM GREATLY
IMPRESSED.

WHEN JONATHAN HOWE TOLD ME THAT
THIS WOULD BE "THE LARGEST PURELY CIVIL
AVIATION EXPOSITION IN THE WORLD," I
THOUGHT HE MIGHT POSSIBLY BE
EXAGGERATING JUST A BIT. WELL, HE
WASN'T. THIS MEETING IS A CONVINCING
DEMONSTRATION OF THE VITALITY AND
STRENGTH OF CIVIL AVIATION, NOT ONLY HERE
IN THE UNITED STATES BUT IN COUNTRIES
AROUND THE WORLD.

ANY INDUSTRY WITH THE KIND OF TALENT, TECHNOLOGY, AND CREATIVENESS WE SEE HERE TODAY CAN CERTAINLY LOOK TO THE FUTURE WITH THE KNOWLEDGE THAT IT HAS THE RESOURCES TO MEET ANY POSSIBLE CHALLENGE.

AND THAT'S WHAT I WANT TO DISCUSS -- THE CHALLENGE THAT ALL OF US IN AVIATION FACE AS WE MOVE INTO THE DECADE OF THE 1990'S.

I BELIEVE WE ARE ENTERING ONE OF THE MOST CHALLENGING PERIODS IN AMERICAN AVIATION HISTORY. FIFTY YEARS FROM NOW, OUR SUCCESSORS ARE GOING TO LOOK BACK AND SAY THAT THE 1990'S WERE THE DECADE OF CHANGE, THE DECADE IN WHICH WE TRANSFORMED AMERICA'S AVIATION SYSTEM.

WE HAVE THE BEST AIR TRANSPORT SYSTEM IN THE WORLD, AND WE MUST KEEP IT THAT WAY. AVIATION IS VITAL TO OUR NATIONAL WELL-BEING. THE STRENGTH OF OUR ECONOMY, OUR ABILITY TO COMPETE IN WORLD MARKETS, OUR STANDARD OF LIVING -- ALL DEPEND UPON EFFICIENT AIR TRANSPORTATION.

BUT IT WON'T BE EASY TO MAINTAIN OUR AVIATION LEADERSHIP. ANYONE WHO FLIES REGULARLY KNOWS THAT AT CERTAIN TIMES AND PLACES THE SYSTEM IS OVERBURDENED, UNABLE TO HANDLE ALL OF THE DEMAND. AND DEMAND IS RISING.

WITH EACH PASSING MONTH, WE HAVE MORE PASSENGERS, MORE PLANES, AND MORE FLIGHTS THAT MUST BE SERVED. EVERYWHERE YOU LOOK, THE NUMBERS ARE GOING UP. AND THAT MEANS POTENTIALLY MORE CONGESTION AND DELAY IN THE YEARS AHEAD.

SO OUR CHALLENGE, THE CHALLENGE OF THE 1990'S, WILL BE TO RAISE THE SYSTEM'S CAPACITY SO THAT IT CAN HANDLE EVER INCREASING TRAFFIC VOLUMES IN THE YEARS AHEAD.

I KNOW WE CAN MEET THAT CHALLENGE BY PUTTING ADVANCED HIGH-TECH EQUIPMENT ON LINE AND BY DEVELOPING NEW SYSTEMS AND PROCEDURES THAT WILL LITERALLY TRANSFORM OUR AIR TRAFFIC CONTROL SYSTEM.

I SAY THAT'S OUR CHALLENGE -- YOURS AND MINE AND EVERYONE ELSE IN AVIATION. THE FAA CAN LEAD. BUT WE CAN'T DO IT ALL. WE'RE GOING TO NEED THE HELP AND COOPERATION OF A LOT OF PEOPLE OUTSIDE THE ORGANIZATION. THE FAA AND ALL OF THE AVIATION USER GROUPS MUST WORK TOGETHER.

TO DO THAT, WE'VE GOT TO COMMUNICATE WITH EACH OTHER -- AND THAT'S WHY I WELCOME THIS OPPORTUNITY TO BE WITH YOU.

TODAY, THEN, I WANT TO START THIS PROCESS OF COMMUNICATION BY TELLING YOU ABOUT MY GOALS FOR THE FAA AND ABOUT SOME OF THE CHANGES WE'RE PLANNING IN OUR CAPITAL INVESTMENT AND RESEARCH AND DEVELOPMENT PROGRAMS.

FIRST, MY GOALS FOR THE AGENCY.

LET ME START BY SAYING THAT I DON'T PLAN ANY MAJOR ORGANIZATIONAL CHANGES IN THE FAA. THOSE WERE DONE A YEAR AGO, AND MY JOB NOW IS TO SET THE GOALS AND MANAGE THE ORGANIZATION SO THAT IT CAN REACH THOSE GOALS.

OF COURSE, THE NUMBER ONE GOAL FOR ANY FAA ADMINISTRATOR MUST BE SAFETY. NOTHING IS MORE IMPORTANT. WE HAVE THE SAFEST SYSTEM IN THE WORLD, AND I'M GOING TO SEE THAT IT STAYS THE SAFEST IN THE WORLD.

WE'VE BEEN CONCERNED WITH SAFETY SINCE THE DAYS OF THE WRIGHT BROTHERS. BUT NOW WE'RE CONFRONTED BY TWO SPECIAL PROBLEMS -- TERRORISM AND DRUGS -- WHICH MUST BE GIVEN THE HIGHEST PRIORITY.

IN RECENT MONTHS, WE'VE STRENGTHENED OUR DEFENSES AGAINST TERRORISTS. AND WE'RE GOING TO DO MORE. I'M PERSONALLY COMMITTED TO THIS STRUGGLE, AND I'M GOING TO MAKE SURE WE DO EVERYTHING POSSIBLE TO PROTECT THE TRAVELING PUBLIC.

I'M JUST AS STRONGLY COMMITTED TO THE WAR AGAINST DRUGS. WE SIMPLY CANNOT TOLERATE THE USE OF ILLEGAL DRUGS ANYWHERE IN AVIATION. THAT'S NOT AN ISSUE FOR DEBATE OR NEGOTIATION. WE MUST STAMP OUT THIS MENACE.

MY SECOND GOAL IS TO IMPROVE THE FAA'S OUTREACH TO THE PEOPLE IN OUR AVIATION SYSTEM.

IF OUR AVIATION USER GROUPS ARE TO WORK WELL WITH THE FAA, WE'VE GOT TO COMMUNICATE BETTER WITH EACH OTHER -- NOT JUST WHEN WE HAVE PROBLEMS, BUT BEFORE PROBLEMS ARISE. RIGHT NOW, THAT KIND OF COMMUNICATION IS NOT HAPPENING ENOUGH.

THE FAA IS PERCEIVED BY SOME AVIATION GROUPS AS TURNING A DEAF EAR TO THEIR CONCERNS. MANY GROUPS TELL ME THAT THEY DON'T HAVE ENOUGH OPPORTUNITY TO GIVE US THE BENEFIT OF THEIR VIEWS. AND WHEN THEY DO COMMENT ON A PROPOSED RULE OR SOME OTHER ISSUE, IT OFTEN SEEMS LIKE WE DON'T PAY ATTENTION.

THAT'S GOT TO BE CHANGED.

I WANT TO OPEN UP TWO-WAY COMMUNICATIONS WITH THE PEOPLE WHO RUN OUR AIR SYSTEM AND WITH THOSE WHO DEPEND ON IT -- THE PILOTS, MECHANICS, PASSENGERS, TECHNICIANS, FBO OPERATORS, MANUFACTURERS, INDUSTRY GROUPS, AND ALL THE OTHERS.

THAT'S WHY WE'VE JUST HELD A NATIONAL AIRSPACE SYSTEM PLAN USERS CONFERENCE AND A RESEARCH, ENGINEERING, AND DEVELOPMENT CONFERENCE. IN BOTH CASES, WE WANTED TO GIVE PEOPLE OUTSIDE THE FAA THE OPPORTUNITY TO HELP US MAKE THESE MAJOR PROGRAMS WORK BETTER.

I'M ESPECIALLY CONCERNED THAT WE REACH OUT TO GENERAL AVIATION.

THERE'S A FEELING AMONG GENERAL AVIATION PILOTS THAT THE FAA FOCUSES TOO MUCH ON PUNISHING VIOLATORS AND NOT ENOUGH ON HELPING PILOTS FLY MORE SAFELY. THE PERCEPTION IS THAT WE ARE MORE CONCERNED WITH ENFORCING REGULATIONS THAN WE ARE IN WORKING WITH PRIVATE AND BUSINESS PILOTS.

I'VE GOT NO REASON TO DISBELIEVE THE PEOPLE WHO COME IN AND GIVE ME SPECIFIC INSTANCES OF WHERE THE FAA HAS GONE TOO FAR IN HANDING OUT SEVERE PUNISHMENT FOR MINOR OFFENSES.

BUT I CAN'T CHANGE ANYTHING UNTIL I HAVE THE FACTS. TO GET THE FACTS, WE'RE NOW DOING A TOP-TO-BOTTOM REVIEW OF OUR GENERAL AVIATION COMPLIANCE AND ENFORCEMENT PRACTICES.

THIS IS A TEAM EFFORT. PEOPLE FROM THE MAJOR GENERAL AVIATION GROUPS, INCLUDING EAA, AOPA, GAMA, THE 99'S, AND YOUR OWN NBAA, ARE SERVING AS TEAM MEMBERS THROUGHOUT THE REVIEW, FROM START TO FINISH. THEY'RE THERE TO GIVE US INFORMATION AND IDEAS AND TO HELP ENSURE THAT THE REVIEW IS THOROUGH AND OBJECTIVE.

A VERY IMPORTANT PART OF THIS REVIEW IS THE LISTENING SESSIONS WE'RE HOLDING TO GIVE LOCAL PILOTS, FBOS, AND OTHERS IN GENERAL AVIATION A CHANCE TO TELL US WHAT'S ON THEIR MINDS. THE LISTENING SESSIONS WILL HELP US GET THE FACTS WE NEED.

AND I'M GLAD TO SAY THAT ONE OF THESE SESSIONS WILL BE HELD RIGHT HERE, DURING THIS CONFERENCE, ON THURSDAY AFTERNOON.

THAT'S THE KIND OF OUTREACH I'M TALKING ABOUT, AND BELIEVE ME, WE'LL BE DOING MORE OF IT AS TIME GOES ON.

MY THIRD GOAL FOR THE FAA CONCERNS PEOPLE. AS WITH ANY ORGANIZATION, OUR PERFORMANCE WILL DEPEND ON THE QUALITY OF OUR PEOPLE. WE NEED THE RIGHT PEOPLE, IN THE RIGHT NUMBERS AND IN THE RIGHT JOBS -- AND I'M DETERMINED WE'LL HAVE THEM.

IN THE PROCUREMENT AREA, MY GOAL IS TO GET GREATER ECONOMY AND EFFICIENCY THROUGHOUT THE WHOLE PROCESS. THERE HAVE BEEN SOME DELAYS AND COST OVERRUNS IN THE 15.8 BILLION DOLLAR NAS PLAN, AND WE CAN NOT -- AND I WILL NOT -- TOLERATE THAT.

COST OVERRUNS AND DELAYS MUST NOT BECOME A COMMON CONDITION IN OUR PROCUREMENT PROGRAMS. SO I'M ALREADY DIRECTLY INVOLVED IN THE PROCESS, BECAUSE I'M DETERMINED TO FIX ANY WEAKNESSES IN THE STRUCTURE.

MY GOAL ON THE BUDGET SIDE IS TO GET THE MONEY WE NEED TO INCREASE THE SYSTEM'S CAPACITY TO HANDLE MORE TRAFFIC, EFFICIENTLY AND SAFELY, IN THE YEARS AHEAD.

AS I SEE IT, THEREFORE, A CRITICALLY IMPORTANT PART OF MY JOB IS TO WORK WITHIN THE ADMINISTRATION AND WITH THE CONGRESS TO SEE THAT WE GET THE FUNDING WE NEED TO ENSURE THAT AMERICA CONTINUES TO HAVE THE BEST AIR COMMERCE SYSTEM IN THE WORLD.

THE LAST GOAL I WANT TO MENTION IS THE FAA'S ROLE IN DEVELOPING A NATIONAL TRANSPORTATION POLICY -- WHICH IS ONE OF SECRETARY SKINNER'S PRIMARY GOALS.

I BELIEVE THE FAA MUST TAKE THE LEAD IN DEVELOPING THE AVIATION SIDE OF THE NATIONAL TRANSPORTATION POLICY. AVIATION IS OUR RESPONSIBILITY, AND AVIATION POLICY SHOULD NOT BE GENERATED BY SOME CONGRESSIONALLY MANDATED GROUP. NOR SHOULD IT BE DEVELOPED STRICTLY FROM INSIDE THE WASHINGTON BELTWAY -- WHICH IS WHY WE'VE MADE A SPECIAL EFFORT TO INCLUDE THE VIEWS OF AVIATION INTEREST GROUPS FROM AROUND THE COUNTRY.

WE WANT TO MAKE SURE THAT THE AVIATION COMMUNITY IS HEARD WHEN DECISIONS ARE MADE ON SUCH CRITICAL ISSUES AS NOISE, AVIATION FUNDING, ESSENTIAL AIR SERVICES, AND AIRSPACE AVAILABILITY.

ON THE FUNDING ISSUE, FOR EXAMPLE, YOUR ASSOCIATION HAS COME OUT STRONGLY IN FAVOR OF A PASSENGER ENPLANEMENT CHARGE OR PASSENGER FACILITATION CHARGE THAT WOULD BE USED TO FUND AIRPORT IMPROVEMENTS AND THAT WOULD EITHER REPLACE OR AUGMENT THE CURRENT FEDERAL AIRPORT IMPROVEMENT PROGRAM.

THE PROPOSAL WOULD REQUIRE A CHANGE IN FEDERAL LAW. BUT IT'S WORTH CONSIDERING. IT WOULD PUT THE CONTROL OF THESE REVENUES IN THE HANDS OF LOCAL AND STATE AIRPORT AUTHORITIES AND FREE THEM FROM HAVING TO COME TO THE FEDERAL TROUGH SO OFTEN FOR THEIR FUNDING.

AND IT WOULD GIVE THE FAA GREATER FREEDOM IN THE USE OF AIP DISCRETIONARY FUNDS, WHICH MUST NOW BE ALLOCATED AMONG AIRPORTS THAT CONTRIBUTE MOST TO CAPACITY. WE COULD REACH DOWN A LITTLE FURTHER TO HELP MORE OF OUR FEEDER AND COMMUTER AIRPORTS THAT SERVE SMALLER COMMUNITIES.

SO THIS IS ONE OF THE ISSUES WE'RE GOING TO ADDRESS. HAVING LOOKED AT THE CURRENT FUNDING SITUATION AND THE TRUST FUND ISSUES AND THE TIGHT BUDGET YEARS THAT WE'VE GOT AHEAD OF US -- CONSIDERING THE WHOLE PICTURE, MY PERSONAL VIEW IS THAT WE'RE GOING TO HAVE TO FIND NEW FUNDING SOURCES. SO MAYBE THE TIME HAS ARRIVED FOR SOMETHING ALONG THE LINES OF A PASSENGER FACILITATION CHARGE.

IN BRIEF, THEN, THOSE ARE MY GOALS FOR THE FAA. THEY ARE DESIGNED TO STRENGTHEN THE ORGANIZATION AS IT MOVES TO MODERNIZE OUR AIR TRANSPORTATION SYSTEM.

BUT THOSE GOALS, AS AMBITIOUS AS THEY ARE, ARE NOT THE ONLY CHANGES WE'RE GOING TO MAKE. AS I MENTIONED EARLIER, WE'RE ALSO GOING TO CHANGE OUR CAPITAL INVESTMENT AND RESEARCH AND DEVELOPMENT PROGRAMS -- THE TWO PROGRAMS THAT MOST DIRECTLY AFFECT OUR ABILITY TO MEET THE CHALLENGE OF THE 1990'S.

IF YOU WERE AT OUR NAS PLAN USERS CONFERENCE OR OUR R,E&D CONFERENCE, YOU MAY HAVE ALREADY HEARD ABOUT THESE CHANGES. BUT I THINK THEY'RE WORTH REPEATING TODAY.

FIRST, WE'RE GOING TO MAKE TWO MAJOR CHANGES IN OUR CAPITAL INVESTMENT PROGRAM: THE CURRENT NATIONAL AIRSPACE SYSTEM PLAN, THE NAS PLAN, IS GOING TO BE FOLDED INTO A MORE COMPREHENSIVE CAPITAL INVESTMENT PLAN, AND I'LL BE PUSHING HARD FOR THE LEVEL OF CAPITAL INVESTMENT TO RISE SIGNIFICANTLY.

THE NAS PLAN IS SIMPLY A PLANNING TOOL THAT WE USED AS A GUIDE FOR MODERNIZING OUR AIR TRAFFIC CONTROL FACILITIES AND EQUIPMENT. BUT IT CONFUSES PEOPLE BECAUSE IT NO LONGER CONVEYS THE REALITIES OF CAPITAL INVESTMENT IN THIS TIME OF RAPID GROWTH AND CHANGE. IT'S NOT NEARLY FLEXIBLE ENOUGH.

THE NAS PLAN DOESN'T REFLECT THE FACT THAT A CAPITAL INVESTMENT PROGRAM FOR SOMETHING AS BIG AND DYNAMIC AS THE NATION'S AIR SYSTEM MUST BE A CONTINUING PROCESS THAT ROLLS FORWARD IN TIME. IT MUST RESPOND TO CHANGING TECHNOLOGY AND SYSTEM REQUIREMENTS.

WE HAVE A GOOD IDEA OF WHAT WE WANT TO DO OVER THE NEXT THREE TO FIVE YEARS. BUT BEYOND THAT, WE CAN'T DEFINE OR SCHEDULE CAPITAL PROJECTS NEARLY SO WELL. WE HAVE TO DEAL WITH CHOICES AND OPTIONS, RATHER THAN COMMITMENTS.

THE NEW PLAN WILL REFLECT THAT REALITY. IT WILL DISTINGUISH BETWEEN NEAR-TERM PLANNING, THREE TO FIVE YEARS AHEAD, AND LONGER RANGE PLANNING, FIVE TO FIFTEEN YEARS OUT.

AND IT WILL COVER NOT ONLY THE ORIGINAL NAS PLAN, BUT THE EXTENSION OF NAS PLAN TECHNOLOGY BEYOND WHAT WAS INITIALLY ENVISIONED, ADDITIONAL PROJECTS INVOLVING ENTIRELY NEW FACILITIES AND EQUIPMENT, AND THE MAINTENANCE OF OUR PRESENT INFRASTRUCTURE.

ALL OF THAT IS GOING TO COST MORE MONEY. THE ORIGINAL NAS PLAN WAS UNDER-FUNDED. NOW WE'VE GOT TO GET RID OF THAT BOW WAVE AND START FUNDING THE PROGRAMS PROPERLY.

WE HAVE A GROWING SYSTEM WITH GROWING NEEDS. THERE'S JUST NO QUESTION THAT WE'RE GOING TO NEED SUBSTANTIAL INCREASES IN THE LEVEL OF CAPITAL INVESTMENT IN OUR AIR TRANSPORT SYSTEM.

NOW WE ALL KNOW THERE'S A BUDGET CRUNCH AND TOUGH COMPETITION FOR FEDERAL DOLLARS. BUT I'M OPTIMISTIC, BECAUSE THE ADMINISTRATION IS PAYING ATTENTION TO OUR NEEDS.

WE HAVE A SECRETARY OF TRANSPORTATION WHO'S A PILOT AND WHO LOVES AVIATION. AND HE'S GOING TO GIVE US THE SUPPORT WE NEED TO GET ON WITH THE JOB.

I'M ALSO OPTIMISTIC BECAUSE WE'VE GOT A LOT OF SUPPORT ON THE HILL. UNLESS I MISS MY BET, THE APPROPRIATIONS BILL NOW IN CONFERENCE WILL SHOW A TREND TOWARD HIGHER LEVELS OF FUNDING FOR THE FAA.

WE'RE ALSO TAKING A LONG, HARD LOOK AT OUR RESEARCH AND DEVELOPMENT ACTIVITIES. THEY'VE GOT TO KEEP UP WITH THE TIMES, TOO.

IN THE 1980'S, OUR MAJOR R&D CHALLENGE WAS TO PLAN AND EXECUTE A 15.8 BILLION DOLLAR PROGRAM TO MODERNIZE OUR FACILITIES AND EQUIPMENT, THE NAS PLAN.

WE'RE EIGHT YEARS INTO THAT PLAN NOW, AND THE CHALLENGE TO COMPLETE IT IS WELL IN HAND. WE'VE GOT AN ACCURATE FIX ON COST. SCHEDULE UNCERTAINTIES ARE BEHIND US. AND THE IMPORTANT TECHNICAL CONCERNS HAVE BEEN RESOLVED. SO WE'RE PRETTY CONFIDENT ABOUT COMPLETING THE CHALLENGE OF THE 80'S.

THREE MONTHS FROM NOW, WE'LL ENTER THE 1990'S, IN WHICH, AS I SAID EARLIER, WE MUST MEET THE CHALLENGE OF PREPARING THE SYSTEM TO HANDLE EVER INCREASING TRAFFIC DEMAND WELL INTO THE 21ST CENTURY.

WE KNOW THAT WE'RE NOT GOING TO GET THE NEW AIRPORTS AND RUNWAYS WE NEED SOON ENOUGH TO KEEP PACE WITH THIS GROWTH. SO WE'RE GOING TO RELY ON ADVANCED EQUIPMENT, TECHNOLOGY AND SYSTEMS TO GIVE US NEAR-TERM CAPACITY GAINS AS FAST AS POSSIBLE.

JUST CONSIDER HOW CAPACITY CAN BE INCREASED WHEN WE START USING:

- * PRECISION RADARS WITH MODE S DATA LINK,
- * MLS WITH CAT-2 AND CAT-3 CURVED APPROACHES,
- * AIRBORNE COLLISION AVOIDANCE SYSTEMS,
- * WINDSHEAR DETECTION SYSTEMS,
- * ADVANCED DIGITAL COCKPIT DISPLAYS AND FLIGHT MANAGEMENT SYSTEMS,
- * AND THE ADVANCED AUTOMATION SYSTEM THAT WILL AUTOMATE MOST OF OUR AIRSPACE MANAGEMENT PROCEDURES.

BUT WE'RE GOING TO DO MORE THAN JUST SQUEEZE THE LAST DROP OF CAPACITY OUT OF THE NAS PLAN PRODUCTS. WE'RE GOING TO LOOK BEYOND THE NEAR TERM TO THE 21ST CENTURY.

AND HERE AGAIN, WE MUST REFOCUS OUR R&D. AS THE NAS PLAN PROJECTS REACH THE IMPLEMENTATION STAGE, WE'RE GOING TO CONCENTRATE MORE ON THE ADVANCED TECHNOLOGY THAT WILL BE THE BASIS FOR THE FUTURE AVIATION SYSTEM.

WE HAVE A TREMENDOUS TASK AHEAD OF US. WE'RE ENTERING AN INCREDIBLY CHALLENGING DECADE, THE DECADE IN WHICH WE MUST BUILD THE FOUNDATION FOR MANY YEARS OF FUTURE GROWTH FOR AMERICAN AVIATION.

THAT'S GOING TO REQUIRE ALL OF THE KNOWLEDGE, EXPERTISE, CREATIVITY, AND DEDICATION WE CAN MUSTER. BUT I BELIEVE THAT WE CAN MEET ANY CHALLENGE AND ACHIEVE ANY GOAL -- IF WE WORK TOGETHER.

THE FAA DOESN'T KNOW ALL THE ANSWERS. THAT'S WHY WE HAVE A RESEARCH ADVISORY COMMITTEE THAT'S GIVING US A LOT OF GOOD HELP AND GUIDANCE. AND THAT'S WHY WE'RE REACHING OUT TO AVIATION USERS AND FOLKS LIKE ALL OF YOU.

AND LET ME GIVE YOU MY WORD: I'M GOING TO DO EVERYTHING I CAN TO SEE THAT THE FAA LISTENS, THAT IT COMMUNICATES, AND THAT IT RESPONDS TO YOUR NEEDS AND CONCERNS. THAT'S THE ONLY WAY WE CAN WORK TOGETHER TO KEEP AMERICAN AVIATION ON TOP.

THANK YOU.

REMARKS FOR THE ADMINISTRATOR FOR
NBAA AWARDS PROGRAM

OCT 3, 1989

James B. Bussey - Admin.

- AS SECRETARY SKINNER MENTIONED EARLIER, HE REGRETS THAT HE COULD NOT BE HERE HIMSELF TO PRESENT THESE AWARDS. BUT, I AM VERY PLEASED TO BE FILLING IN FOR HIM TO RECOGNIZE THE EXTRAORDINARY SAFETY RECORDS COMPILED BY THE MANY NBAA INDIVIDUALS AND ORGANIZATIONS.
- THE LIST OF RECIPIENTS, BOTH PILOTS AND MECHANICS, IS TRULY IMPRESSIVE. IT IS A TRIBUTE TO THEIR FLYING AND TECHNICAL SKILLS AS WELL AS THEIR DEDICATION AND COMMITMENT TO SAFETY.

- THE NBAA ORGANIZATION ITSELF DESERVES A GREAT DEAL OF CREDIT FOR MAKING SAFETY THE CORNERSTONE OF THIS ANNUAL CONVENTION. THE NBAA FLYING SAFETY AWARDS PROGRAM HAS BEEN IN EXISTENCE FOR MORE THAN 35 YEARS.
- THIS SPEAKS WELL OF THE NBAA AND IT TELLS ME NOT ONLY THAT AMERICAN COMPANIES AND CORPORATIONS CONSIDER FLYING AN IMPORTANT BUSINESS TOOL, BUT THAT FLYING SAFETY JUST SIMPLY MAKES GOOD BASIC BUSINESS SENSE.

- I WISH I COULD SHAKE THE HAND OF EVERY RECIPIENT, THOSE WHO ARE IN ATTENDANCE AND THOSE WHO COULD NOT BE HERE, AND CONGRATULATE THEM PERSONALLY FOR THEIR REMARKABLE ACHIEVEMENTS. INSTEAD, LET ME ASK THE AUDIENCE TO JOIN ME IN A ROUND OF APPLAUSE FOR THE PILOTS AND MAINTENANCE CREWS WHO HAVE COMPILED SUCH EXTRAORDINARY SAFETY RECORDS.
- THANK YOU.

MEETING THE CHALLENGE OF THE 1990'S
PREPARED REMARKS FOR DELIVERY BY
ADMIRAL JAMES B. BUSEY
ADMINISTRATOR, FEDERAL AVIATION ADMINISTRATION

BEFORE THE NBAA ANNUAL CONVENTION
ATLANTA, GEORGIA
OCTOBER 3, 1989

MEETING THE CHALLENGE OF THE 1990'S
Remarks by James B. Busey, Administrator
Federal Aviation Administration
Before the NBAA Annual Convention
October 3, 1989
Atlanta, Georgia

Thank you. It's great to be here with you today. This is my first time at your Annual Convention, and I am greatly impressed.

When Jonathan Howe told me that this would be "the largest purely civil aviation exposition in the world," I thought he might possibly be exaggerating just a bit. Well, he wasn't. This meeting is a convincing demonstration of the vitality and strength of civil aviation, not only here in the United States but in countries around the world.

Any industry with the kind of talent, technology, and creativeness we see here today can certainly look to the future with the knowledge that it has the resources to meet any possible challenge.

And that's what I want to discuss -- the challenge that all of us in aviation face as we move into the decade of the 1990's.

I believe we are entering one of the most challenging periods in American aviation history. Fifty years from now, our successors are going to look back and say that the 1990's were the decade of change, the decade in which we transformed America's aviation system.

We have the best air transport system in the world, and we must keep it that way. Aviation is vital to our national well-being. The strength of our economy, our ability to compete in world markets, our standard of living -- all depend upon efficient air transportation.

But it won't be easy to maintain our aviation leadership. Anyone who flies regularly knows that at certain times and places the system is overburdened, unable to handle all of the demand. And demand is rising.

With each passing month, we have more passengers, more planes, and more flights that must be served. Everywhere you look, the numbers are going up. And that means potentially more congestion and delay in the years ahead.

So our challenge, the challenge of the 1990's, will be to raise the system's capacity so that it can handle ever increasing traffic volumes in the years ahead.

I know we can meet that challenge by putting advanced high-tech equipment on line and by developing new systems and procedures that will literally transform our air traffic control system.

I say that's our challenge -- yours and mine and everyone else in aviation. The FAA can lead. But we can't do it all. We're going to need the help and cooperation of a lot of people outside the organization. The FAA and all of the aviation user groups must work together.

To do that, we've got to communicate with each other -- and that's why I welcome this opportunity to be with you.

Today, then, I want to start this process of communication by telling you about my goals for the FAA and about some of the changes we're planning in our capital investment and research and development programs.

First, my goals for the agency.

Let me start by saying that I don't plan any major organizational changes in the FAA. Those were done a year ago, and my job now is to set the goals and manage the organization so that it can reach those goals.

Of course, the number one goal for any FAA Administrator must be SAFETY. Nothing is more important. We have the safest system in the world, and I'm going to see that it stays the safest in the world.

We've been concerned with safety since the days of the Wright brothers. But now we're confronted by two special problems -- terrorism and drugs -- which must be given the highest priority.

In recent months, we've strengthened our defenses against terrorists. And we're going to do more. I'm personally committed to this struggle, and I'm going to make sure we do everything possible to protect the traveling public.

I'm just as strongly committed to the war against drugs. We simply cannot tolerate the use of illegal drugs anywhere in aviation. That's not an issue for debate or negotiation. We must stamp out this menace.

My second goal is to improve the FAA's OUTREACH to the people in our aviation system.

If our aviation user groups are to work well with the FAA, we've got to communicate better with each other -- not just when we have problems, but before problems arise. Right now, that kind of communication is not happening enough.

The FAA is perceived by some aviation groups as turning a deaf ear to their concerns. Many groups tell me that they don't have enough opportunity to give us the benefit of their views. And when they do comment on a proposed rule or some other issue, it often seems like we don't pay attention.

That's got to be changed.

I want to open up two-way communications with the people who run our air system and with those who depend on it -- the pilots, mechanics, passengers, technicians, FBO operators, manufacturers, industry groups, and all the others.

That's why we've just held a National Airspace System Plan users conference and a Research, Engineering, and Development conference. In both cases, we wanted to give people outside the FAA the opportunity to help us make these major programs work better.

I'm especially concerned that we reach out to general aviation.

There's a feeling among general aviation pilots that the FAA focuses too much on punishing violators and not enough on helping pilots fly more safely. The perception is that we are more concerned with enforcing regulations than we are in working with private and business pilots.

I've got no reason to disbelieve the people who come in and give me specific instances of where the FAA has gone too far in handing out severe punishment for minor offenses.

But I can't change anything until I have the facts. To get the facts, we're now doing a top-to-bottom review of our general aviation compliance and enforcement practices.

This is a team effort. People from the major general aviation groups, including EAA, AOPA, GAMA, The 99's, and your own NBAA, are serving as team members throughout the review, from start to finish. They're there to give us information and ideas and to help ensure that the review is thorough and objective.

A very important part of this review is the listening sessions we're holding to give local pilots, FBOs, and others in general aviation a chance to tell us what's on their minds. The listening sessions will help us get the facts we need.

And I'm glad to say that one of these sessions will be held right here, during this conference, on Thursday afternoon.

That's the kind of outreach I'm talking about, and believe me, we'll be doing more of it as time goes on.

My third goal for the FAA concerns PEOPLE. As with any organization, our performance will depend on the quality of our people. We need the right people, in the right numbers and in the right jobs -- and I'm determined we'll have them.

In the PROCUREMENT area, my goal is to get greater economy and efficiency throughout the whole process. There have been some delays and cost overruns in the 15.8 billion dollar NAS Plan, and we can not -- and I will not -- tolerate that.

Cost overruns and delays must not become a common condition in our procurement programs. So I'm already directly involved in the process, because I'm determined to fix any weaknesses in the structure.

My goal on the BUDGET side is to get the money we need to increase the system's capacity to handle more traffic, efficiently and safely, in the years ahead.

As I see it, therefore, a critically important part of my job is to work within the Administration and with the Congress to see that we get the funding we need to ensure that America continues to have the best air commerce system in the world.

The last goal I want to mention is the FAA's role in developing a NATIONAL TRANSPORTATION POLICY -- which is one of Secretary Skinner's primary goals.

I believe the FAA must take the lead in developing the aviation side of the national transportation policy. Aviation is our responsibility, and aviation policy should not be generated by some congressionally mandated group. Nor should it be developed strictly from inside the Washington Beltway -- which is why we've made a special effort to include the views of aviation interest groups from around the country.

We want to make sure that the aviation community is heard when decisions are made on such critical issues as noise, aviation funding, essential air services, and airspace availability.

On the funding issue, for example, your Association has come out strongly in favor of a passenger enplanement charge or passenger facilitation charge that would be used to fund airport improvements and that would either replace or augment the current federal Airport Improvement Program.

The proposal would require a change in federal law. But it's worth considering. It would put the control of these revenues in the hands of local and state airport authorities and free them from having to come to the federal trough so often for their funding.

And it would give the FAA greater freedom in the use of AIP discretionary funds, which must now be allocated among airports that contribute most to capacity. We could reach down a little further to help more of our feeder and commuter airports that serve smaller communities.

So this is one of the issues we're going to address. Having looked at the current funding situation and the trust fund issues and the tight budget years that we've got ahead of us -- considering the whole picture, my personal view is that we're going to have to find new funding sources. So m a y b e the time has arrived for something along the lines of a passenger facilitation charge.

In brief, then, those are my goals for the FAA. They are designed to strengthen the organization as it moves to modernize our air transportation system.

But those goals, as ambitious as they are, are not the only changes we're going to make. As I mentioned earlier, we're also going to change our capital investment and research and development programs -- the two programs that most directly affect our ability to meet the challenge of the 1990's.

If you were at our NAS Plan users conference or our R,E&D conference, you may have already heard about these changes. But I think they're worth repeating today.

First, we're going to make two major changes in our capital investment program: The current National Airspace System Plan, the NAS Plan, is going to be folded into a more comprehensive capital investment plan, and I'll be pushing hard for the level of capital investment to rise significantly.

The NAS Plan is simply a planning tool that we used as a guide for modernizing our air traffic control facilities and equipment. But it confuses people because it no longer conveys the realities of capital investment in this time of rapid growth and change. It's not nearly flexible enough.

The NAS Plan doesn't reflect the fact that a capital investment program for something as big and dynamic as the nation's air system must be a continuing process that rolls forward in time. It must respond to changing technology and system requirements.

We have a good idea of what we want to do over the next three to five years. But beyond that, we can't define or schedule capital projects nearly so well. We have to deal with choices and options, rather than commitments.

The new plan will reflect that reality. It will distinguish between near-term planning, three to five years ahead, and longer range planning, five to fifteen years out.

And it will cover not only the original NAS Plan, but the extension of NAS Plan technology beyond what was initially envisioned, additional projects involving entirely new facilities and equipment, and the maintenance of our present infrastructure.

All of that is going to cost more money. The original NAS Plan was under-funded. Now we've got to get rid of that bow wave and start funding the programs properly.

We have a growing system with growing needs. There's just no question that we're going to need substantial increases in the level of capital investment in our air transport system.

Now we all know there's a budget crunch and tough competition for federal dollars. But I'm optimistic, because the Administration is paying attention to our needs.

We have a Secretary of Transportation who's a pilot and who loves aviation. And he's going to give us the support we need to get on with the job.

I'm also optimistic because we've got a lot of support on the Hill. Unless I miss my bet, the appropriations bill now in conference will show a trend toward higher levels of funding for the FAA.

We're also taking a long, hard look at our research and development activities. They've got to keep up with the times, too.

In the 1980's, our major R&D challenge was to plan and execute a 15.8 billion dollar program to modernize our facilities and equipment, the NAS Plan.

We're eight years into that plan now, and the challenge to complete it is well in hand. We've got an accurate fix on cost. Schedule uncertainties are behind us. And the important technical concerns have been resolved. So we're pretty confident about completing the challenge of the 80's.

Three months from now, we'll enter the 1990's, in which, as I said earlier, we must meet the challenge of preparing the system to handle ever increasing traffic demand well into the 21st Century.

We know that we're not going to get the new airports and runways we need soon enough to keep pace with this growth. So we're going to rely on advanced equipment, technology and systems to give us near-term capacity gains as fast as possible.

Just consider how capacity can be increased when we start using:

- * precision radars with Mode S data link,
- * MLS with CAT-2 and CAT-3 curved approaches,
- * airborne collision avoidance systems,
- * windshear detection systems,
- * advanced digital cockpit displays and flight management systems,
- * and the Advanced Automation System that will automate most of our airspace management procedures.

But we're going to do more than just squeeze the last drop of capacity out of the NAS Plan products. We're going to look beyond the near term to the 21st Century.

And here again, we must refocus our R&D. As the NAS Plan projects reach the implementation stage, we're going to concentrate more on the advanced technology that will be the basis for the future aviation system.

We have a tremendous task ahead of us. We're entering an incredibly challenging decade, the decade in which we must build the foundation for many years of future growth for American aviation.

That's going to require all of the knowledge, expertise, creativity, and dedication we can muster. But I believe that we can meet any challenge and achieve any goal -- if we work together.

The FAA doesn't know all the answers. That's why we have a research advisory committee that's giving us a lot of good help and guidance. And that's why we're reaching out to aviation users and folks like all of you.

And let me give you my word: I'm going to do everything I can to see that the FAA listens, that it communicates, and that it responds to your needs and concerns. That's the only way we can work together to keep American aviation on top.

Thank you.

For presentation by Mr. Brooks Goldman
FAA Associate Administrator for Administration
28th Annual National Seminar on Government Contracts
University of Minnesota
October 5, 1989

FAA CONTRACTING -- A TEAMING APPROACH WITH CONTRACTORS

THE FAA IS IN THE MIDST OF A \$1 BILLION A YEAR, SYSTEMS ACQUISITION PROGRAM, FOR A MODERNIZED AIR TRAFFIC CONTROL SYSTEM. DOLLARS OBLIGATED UNDER CONTRACTS WILL SOON GROW TO \$2 BILLION A YEAR.

A BILLION DOLLARS A YEAR FOR SYSTEMS ACQUISITION MAY BE SMALL POTATOES FOR SOME FEDERAL AGENCIES, BUT IT HAS BEEN A PLATE-FULL FOR THE FAA. WE HAVE MANAGED TO AWARD CONTRACTS AT THIS RATE FOR SEVERAL YEARS NOW, PRETTY MUCH ON SCHEDULE. ALTHOUGH THAT JOB IS NOT FINISHED, WE ALSO MUST NOW CONCENTRATE MORE ON CONTRACT PERFORMANCE.

I WANT TO DESCRIBE FOR YOU SOME OF CONCERNS WE HAVE HAD ABOUT OUR CONTRACTING PROGRAM, AND WHERE THOSE CONCERNS HAVE LED US.

FIRST, THOUGH, LET ME SET THE STAGE BY TELLING YOU ABOUT THE FAA. WE ARE AN AGENCY OF NEARLY 50,000 PEOPLE, WITH A FISCAL YEAR 1989 BUDGET OF \$6.5 BILLION. FAA'S PRIMARY RESPONSIBILITY IS AVIATION SAFETY, AND THAT IS A SIZEABLE CHORE. SAFE AIRCRAFT AND A PROPERLY FUNCTIONING NATIONAL AIRSPACE SYSTEM ARE OF CRITICAL IMPORTANCE TO YOU AND TO ME EACH TIME WE FLY. IT IS A TRIBUTE TO

THE FAA AIR TRAFFIC CONTROL SYSTEM THAT THE FLYING PUBLIC TAKES IT FOR GRANTED. U.S. PASSENGERS FLY WELL IN EXCESS OF 1,000,000 PASSENGER MILES EVERY DAY ON MORE THAN 5,500 COMMERCIAL AIRCRAFT, AND THEY EXPECT TO ARRIVE AT THEIR DESTINATIONS SAFELY. THERE ARE A LARGE NUMBER OF HIGHLY SKILLED PEOPLE AND A VERY COMPLEX SYSTEM THAT MAKES IT HAPPEN.

THE FAA OPERATES NATIONWIDE, THROUGH 9 REGIONAL OFFICES AND 2 CENTERS. IN 1988, OVER 36,000,000 AIRCRAFT FLIGHTS WERE CONTROLLED BY FAA ENROUTE AIR TRAFFIC CONTROL CENTERS. THAT IS MORE THAN 100,000 FLIGHTS EACH DAY. THERE ARE 17,000 AIRPORTS IN THE UNITED STATES, 400 OF WHICH HAVE TOWERS OPERATED BY THE FAA. THESE TOWERS LOGGED 61.5 MILLION AIRCRAFT IN 1988. FAA FLIGHT SERVICE STATIONS PROVIDED ASSISTANCE FOR 46 MILLION PRIVATE AIRCRAFT FLIGHTS IN 1988.

IN ADDITION TO THE MORE THAN 5,500 COMMERCIAL AIRCRAFT, THERE ARE 210,000 GENERAL AVIATION AIRCRAFT (INCLUDING 6,000 HELICOPTERS). THERE ARE 694,000 PILOTS IN THIS COUNTRY AND ANOTHER 462,000 MECHANICS, INSTRUCTORS AND THE LIKE ON THE GROUND -- A TOTAL OF WELL OVER 1,000,000 PEOPLE DIRECTLY INVOLVED WITH THE OPERATIONS OF AIRCRAFT.

OF THOSE 50,000 FAA EMPLOYEES, THERE ARE MORE THAN 16,000 AIR TRAFFIC CONTROLLERS, 8,600 MAINTENANCE TECHNICIANS, 2,000 FLIGHT SAFETY INSPECTORS AND 500 SECURITY PERSONNEL. FAA OPERATES IN

EXCESS OF 20,000 AIR NAVIGATION FACILITIES AND 60 AIRCRAFT. IT DESIGNS, BUYS AND MAINTAINS A MYRIAD OF STATE-OF-THE-ART ELECTRONICS EQUIPMENT INCLUDING RADAR, COMPUTERS, COMMUNICATIONS, AND NAVIGATIONAL AND LANDING SYSTEMS. IT IS A BIG OPERATION. WHEN WE BUY SYSTEMS, WE, AS AN AGENCY, ARE EXTREMELY SENSITIVE TO THE NEED FOR THE EQUIPMENT TO BE DESIGNED AND PRODUCED SO THAT IT WILL WORK DEPENDABLY FOR MANY YEARS. THIS SENSITIVITY TO THE SYSTEM INFLUENCES OUR CONTRACTING DECISIONS.

HAVING DESCRIBED FOR YOU WHO WE ARE, LET ME GET BACK TO OUR CONTRACTING PROGRAM AND SOME ATTITUDE AND OPERATING CHANGES THAT WE ARE ATTEMPTING TO MAKE.

SEVERAL YEARS AGO, WE BEGAN TO CRITICALLY EXAMINE THE FAA ACQUISITION CULTURE, TO SEE IF WE HAD CREATED UNNECESSARY IMPEDIMENTS TO OBTAINING THE EQUIPMENTS THAT WE NEED, WHEN WE NEED THEM. WE FOUND THAT, TOO OFTEN, RELATIONSHIPS WITH OUR CONTRACTORS WERE CONTENTIOUS. SOMETIMES THAT WAS THE FAULT OF FAA AND SOMETIMES IT WAS NOT, BUT THE RESULT WAS OFTEN THE BUREAUCRATIC EQUIVALENT OF TOTAL WAR.

FAA DECISIONS WERE OFTEN DRIVEN BY COST CONSIDERATIONS, AND THIS OCCASIONALLY RESULTED IN THE WRONG KIND OF CONTRACT. BECAUSE THE ACQUISITION PROCESS IS A LENGTHY ONE AND TECHNOLOGY ADVANCES SO RAPIDLY, WE FREQUENTLY MADE SUBSTANTIAL TECHNICAL CHANGES SOON AFTER AWARD, SO THAT THE PRICE AND SCHEDULE WERE UP FOR GRABS

AGAIN. WE FOUGHT OVER THE PRICE OF THE CHANGES, AND WE WERE OFTEN INSENSITIVE TO THE PROBLEMS OF OUR CONTRACTORS. IT SEEMED TO ME THAT, CAUGHT UP IN THE LEGAL MAZE OF THE CONTRACT INSTRUMENT, WE WERE LOSING SIGHT OF THE POINT OF THE WHOLE PROCESS -- TO OBTAIN STATE-OF-THE-ART AIR TRAFFIC CONTROL EQUIPMENT.

OUR CONCERNS HAVE LED US TO TRY TO REDUCE THE "US AND THEM" ASPECTS OF OUR RELATIONSHIPS WITH OUR CONTRACTORS. WE WANT TO PROMOTE A SENSE OF PARTNERSHIP -- A SENSE THAT THE MOST IMPORTANT THING FOR BOTH OUR CONTRACTORS AND THE FAA IS THE DELIVERY OF THE BEST EQUIPMENT THAT CAN BE FURNISHED. WE WANT OUR CONTRACTORS TO KNOW THAT THE FAA WILL BE FAIR IN ITS DEALINGS AND WILL HELP IN ANY WAY POSSIBLE TO GET THE JOB DONE.

MAKE NO MISTAKE. WE WILL INSIST ON FULL PERFORMANCE UNDER OUR CONTRACTS. WE HAVE NO INTENTION OF GIVING AWAY THE STORE TO GET WHAT WE CONTRACTED FOR, BUT WE WANT TO REMOVE ANY IMPEDIMENTS WHEN WE CAN DO THAT.

SO WHAT ARE WE DOING? QUITE A LOT, ACTUALLY.

FIRST, IT WAS OBVIOUS THAT WE DID NOT HAVE ENOUGH CONTRACTING PEOPLE TO HANDLE THE ADMINISTRATION OF THE CONTRACTS. WE WERE OPERATING WITH THE SAME CEILING OF 76 PEOPLE IN FAA HEADQUARTERS DESPITE A SUBSTANTIAL INCREASE IN THE WORKLOAD. CONTRACT

ADMINISTRATION WOULD SUFFER WITHOUT AN INCREASE IN THAT STAFF. WE MADE THE CASE TO THE THEN-FAA ADMINISTRATOR, WHO AGREED TO PERMIT US TO ALMOST DOUBLE THE SIZE OF THE CONTRACTS DIVISION, FROM 76 PEOPLE TO 136 PEOPLE. WE HAVE NOW HIRED THOSE ADDITIONAL 60 PEOPLE. THIS NOT ONLY GIVES US THE STAFFING TO BE MORE RESPONSIVE TO OUR CONTRACTORS, BUT IT HAS ALSO BROUGHT INTO FAA, EXPERIENCED CONTRACTING PROFESSIONALS FROM OTHER AGENCIES, GIVING US THE BENEFIT OF PEOPLE WITH VARIED BACKGROUNDS AND CULTURES.

WE ALSO BELIEVED THAT WE NEEDED AN IN-PLANT PRESENCE AT OUR LARGER SYSTEMS CONTRACTORS, BUT WE FELT THAT WE SHOULD NOT DO THIS WITH PERMANENT GOVERNMENT STAFF, SINCE THE NEED IS A RELATIVELY SHORT-TERM ONE. WE DECIDED TO GO THE CONTRACT ROUTE. WE AWARDED A SUPPORT CONTRACT FOR THE SERVICES OF CONTRACT SPECIALISTS AND PRODUCTION SPECIALISTS, AND IT HAS WORKED BEAUTIFULLY. WE NOW HAVE A SKILLED CONTRACTING PROFESSIONAL IN EACH OF 17 PLANTS, AND A TEAM OF PRODUCTION SPECIALISTS WHO ARE AVAILABLE TO ASSIST IN AD HOC PROBLEMS AS THEY ARISE. THESE PEOPLE HAVE NO AUTHORITY TO ACT FOR THE CONTRACTING OFFICER, BUT THEY PLAY A VALUABLE ROLE IN EXPEDITING ACTIONS AND BEING THE IN-PLANT EYES AND EARS OF THE CONTRACTING OFFICERS. TURN-AROUND TIME HAS BEEN SPEEDED UP. IN A WAY, WE ARE SUBSIDIZING OUR CONTRACTORS, BECAUSE THEY RECEIVE TANGIBLE BENEFITS FROM THESE ACTIVITIES, PARTICULARLY THOSE OF THE IN-PLANT CONTRACT SPECIALISTS. AMONG THE PAPERS THAT THEY EXPEDITE ARE INVOICES

AND VOUCHERS, AND CHANGE PROPOSALS! THE EXPEDITING EFFORTS HAVE BEEN WELL-RECEIVED.

WE HAVE HELD LENGTHY, OFF-THE-RECORD MEETINGS WITH SOME OF OUR MAJOR CONTRACTORS, TO TRY TO FIND OUT FROM THEIR PERSPECTIVE, WHAT IT IS THAT FAA CAN DO BETTER IN ITS CONTRACTING ACTIVITY. THESE VIEWS HAVE BEEN CANDID AND HELPFUL. WE HAVE GOTTEN A LOT OF IDEAS, SOME OF WHICH HAVE ALREADY BEEN PUT IN PLACE AND OTHERS ARE BEING CONSIDERED. SOME OF THESE HAVE TO DO WITH CLEARER SPECIFICATIONS, PROPER ESTIMATING BY THE GOVERNMENT, FAIR PRICING AND REALISTIC DELIVERY SCHEDULES.

PARAMOUNT TO ALL THAT WE ARE DOING IS THE "PARTNERSHIP THEME" THAT APPLIES TO THE -

CONTRACTING OFFICER
QUALITY ASSURANCE OFFICER
PROGRAM MANAGER/ENGINEER
CONTRACT ATTORNEY

WITHIN THE FAA AND THE COMPANY OF THE CONTRACTOR. WE INTEND TO TRY TO BREED GOOD CONTRACT RESULTS BY GIVING MORE RECOGNITION WHEN A CONTRACT GOES RIGHT AND BOUNCING PLANS AND IDEAS OFF OUR CONTRACTORS BEFORE WE IMPLEMENT THEM.

LAST MAY, WE ORGANIZED A TEAM BUILDING PROCESS, LED BY A PRIVATE SECTOR MANAGEMENT CONSULTANT. THE GOAL OF THE PROCESS IS IMPROVING CONTRACT AWARDS AND ADMINISTRATION IN FAA HEADQUARTERS.

I WILL TELL YOU FRANKLY THAT I AM ALWAYS SOMEWHAT SKEPTICAL WHEN PEOPLE START TAPING BIG SHEETS OF PAPER TO THE WALLS AND WRITING ON THEM, BUT THE SESSIONS HAVE BEEN MOST PRODUCTIVE. THEY HAVE INVOLVED FAA PROGRAM, LEGAL AND ACQUISITION PEOPLE AT THE HIGHEST LEVELS ON FOUR SEPARATE OCCASIONS, AND THEY HAVE RESULTED IN CONCRETE RECOMMENDATIONS FOR ACTION. IN A FIFTH SESSION, WE INVITED REPRESENTATIVES FROM ONE OF OUR MAJOR CONTRACTORS. WE THINK THAT THIS WAS PARTICULARLY PRODUCTIVE IN SENSITIZING BOTH FAA AND THE COMPANY TO THE NEEDS OF ONE ANOTHER.

WE HAVE ESTABLISHED AN IMPRESSIVE ACQUISITION TRAINING PROGRAM FOR BOTH CONTRACT AND TECHNICAL PERSONNEL. THIS YEAR, 255 TECHNICAL PERSONNEL WILL ATTEND A COTR TRAINING COURSE, ESTABLISHED FOR US UNDER CONTRACT. 158 TECHNICAL PERSONNEL WILL ATTEND AN IN-HOUSE ACQUISITION TRAINING COURSE. OTHER TECHNICAL PERSONNEL ARE ATTENDING DOD PROGRAM MANAGEMENT COURSES AT FT. BELVOIR, AND A SOURCE EVALUATION BOARD TRAINING COURSE IS BEING DEVELOPED FOR US. TRAINING FOR CONTRACT SPECIALISTS HAS EXPANDED DRAMATICALLY.

THE SECRETARY OF TRANSPORTATION HAS DELEGATED ALMOST ALL CONTRACTING AUTHORITIES PREVIOUSLY RETAINED IN THE OFFICE OF THE SECRETARY, TO THE FAA ADMINISTRATOR, AND THESE AUTHORITIES HAVE, IN TURN, BEEN REDELEGATED TO LOWER LEVELS IN FAA. PROCESSING TIMES HAVE BEEN REDUCED SIGNIFICANTLY.

WE ARE GIVING EMPHASIS TO THE NEED TO STRUCTURE OUR CONTRACTS FOR GREATER FLEXIBILITY, BY LOOKING DOWNSTREAM AT THE POSSIBILITY FOR FUTURE REQUIREMENTS AND BUILDING OPTIONS AND THE LIKE INTO THEM. PERHAPS MOST IMPORTANT, WE ARE CONTINUING TO STRESS THAT OUR CONTRACTS SHOULD REFLECT HOW DEVELOPMENTAL SOME OF THESE SYSTEMS REALLY ARE. FIXED PRICING IS THE BEST WAY TO GO, IN CONCEPT, BUT NOT IF THE SUPPLIES OR SERVICES CANNOT REALISTICALLY BE FIXED PRICED.

WHAT ELSE IS ON THE DRAWING BOARD?

WE WANT TO ADOPT, AS A MATTER OF ROUTINE, A POLICY OF ISSUING DRAFT RFP'S FOR PUBLIC COMMENT THROUGH CBD ANNOUNCEMENTS. WE NEED TO HAVE THE CANDID ADVICE OF THE PRIVATE SECTOR BEFORE OUR RFP'S ARE FORMALLY ISSUED, WHEN THEY TEND TO BE SET IN CONCRETE. TO AVOID GIVING ANY COMPANY AN UNFAIR ADVANTAGE, THIS MUST BE A FULLY PUBLIC PROCESS.

WE ARE IN THE PROCESS OF ESTABLISHING A FOCAL POINT FOR LISTENING TO CONTRACTOR CONCERNS AND FACILITATING RESPONSIVE REPLIES. THIS WILL BE A SORT OF OMBUDSMAN, WHO WILL NOT HAVE OTHER DUTIES THAT COMPETE WITH THIS FUNCTION.

WE WILL REVITALIZE AN FAA PROCEDURE THAT HAS BECOME SOMEWHAT DORMANT, AND THAT IS TO SCHEDULE PERIODIC MEETINGS OF CONTRACTOR CEO'S AND THE FAA ADMINISTRATOR, TO REVIEW PROGRESS ON FAA

PROGRAMS AND TO AIR ANY PRIVATE SECTOR CONCERNS.

WE INTEND TO CONTINUE HOLDING JOINT SEMINARS WITH OUR CONTRACTORS TO EXPLORE NEW WAYS OF WORKING AS TEAM PLAYERS.

WE EXPECT TO EXPAND THE TEAM BUILDING EFFORT, BRINGING IN OTHER OF OUR CONTRACTORS TO PARTICIPATE, SO THAT THEY WILL UNDERSTAND MORE ABOUT US AND WE ABOUT THEM.

WE WILL ~~TO~~ CONTINUE TO FUND EXPANDED TRAINING PROGRAMS FOR ALL FAA PERSONNEL INVOLVED IN THE ACQUISITION PROCESS.

PERHAPS MOST IMPORTANT, WE WILL DO OUR UTMOST TO STAY OUT OF COURT. WHILE WE MUST TAKE ALL NECESSARY STEPS TO MAINTAIN AND PROTECT THE GOVERNMENT'S RIGHTS, WE DO NOT WANT TO DEVELOP OR NURTURE A "GET THE CONTRACTOR" IMAGE. IT MAY SOUND TRITE, BUT WE WILL NOT FORGET THAT CONTRACTOR EMPLOYEES ARE PATRIOTIC AMERICANS. WHILE THEY ASSUREDLY NEED TO MAKE A PROFIT ON THEIR WORK, MOST ARE NOT OUT TO CHEAT THE CUSTOMER, EVEN WHEN THE CUSTOMER IS THE GOVERNMENT. THE PRIVATE INDUSTRIAL SECTOR IS A VALUABLE RESOURCE TO FAA -- ABSOLUTELY ESSENTIAL IF WE ARE TO GET OUR JOB DONE. WE INTEND TO OWN UP TO LEGITIMATE CLAIMS, AND OUR MESSAGE TO OUR CONTRACTORS IS TO SUBMIT CLAIMS IF THEY HAVE THEM. WE EXPECT OUR CONTRACTORS TO PERFORM AND THEY HAVE EVERY RIGHT TO EXPECT US TO PAY OUR BILLS.

WHAT OUR CONTRACTORS SHOULD BE SEEING IS A TEAMING APPROACH TO GETTING THE JOB DONE, AS OPPOSED TO THE "WE - THEY" ATTITUDE WHICH WE HAVE BEEN TOLD PREVAILED PREVIOUSLY.

OUR CURRENT ADMINISTRATOR, ADMIRAL JIM BUSEY, BRINGS WITH HIM YEARS OF EXPERIENCE IN DOD ACQUISITION PROCEDURES AND POLICIES AND THIS SHOULD HELP THE FAA TO GAIN FURTHER INSIGHT IN HOW TO ACHIEVE EVEN MORE.

THERE IS NOTHING FLASHY IN WHAT WE ARE DOING. WE ARE TRYING TO CREATE AN ATMOSPHERE AND A CULTURE THAT WILL BENEFIT BOTH THE PRIVATE SECTOR AND THE GOVERNMENT. WE DO NOT WANT TO ALLOW OURSELVES TO BE TRAPPED BY REGULATIONS OR THE BUREAUCRATIC PROCESS THAT HAS CREATED THEM. WE INTEND TO BE BOTH CREATIVE AND PRUDENT AS WE MODERNIZE THE NATIONAL AIRSPACE SYSTEM, AND WE WELCOME ALL OF THE HELP THAT WE CAN GET. IN PARTICULAR, WE WELCOME OBJECTIVE ADVICE ABOUT HOW WE SHOULD DO IT.

THAT, IN BRIEF, IS WHERE WE ARE TODAY IN ACQUISITION MANAGEMENT IN FAA. WE THINK THAT WE ARE MOVING IN THE RIGHT DIRECTION AND WE INTEND TO MAINTAIN OUR MOMENTUM. THE STAKES, FOR US, FOR THE AVIATION COMMUNITY, AND FOR OUR CONTRACTORS, ARE HIGH AND WE ARE DETERMINED TO DO THE JOB RIGHT.

TALKING POINTS
ADMIRAL JAMES BUSEY
ADMINISTRATOR, FAA
GEORGETOWN UNIVERSITY SYMPOSIUM
THE DYNAMICS OF INTERNATIONAL
AVIATION POLICY
OCTOBER 5, 1989

GROWING INTERNATIONALIZATION OF
AVIATION CREATES GREATER NEED FOR
INTERNATIONAL COOPERATION TO HELP
HANDLE COMMON PROBLEMS

RAPID GROWTH OF INTERNATIONAL
AVIATION:

FORECASTS FOR TRANS ATLANTIC AND
PACIFIC ROUTES ARE UP FOR REST OF
THIS CENTURY.

IN 1988, NORTH ATLANTIC PASSENGER
TRAFFIC INCREASED 9 PERCENT, THE
NUMBER OF FLIGHTS INCREASED 13
PERCENT.

MANY CARRIERS IN PACIFIC REGION EXPERIENCED TRAFFIC GROWTH FAR ABOVE ICAO AVERAGES IN PAST SEVERAL YEARS.

- * THERE WERE 3.5 MILLION U.S. TRANSPACIFIC PASSENGERS IN 1975 -- 8.8 MILLION IN 1986 -- AND BY THE YEAR 2000, THERE WILL BE AN ESTIMATED 29 MILLION.
- * THERE WERE 47,200 AIRCRAFT OPERATIONS IN TRANSPACIFIC MARKETS IN 1987 -- BY THE YEAR 2000, THIS WILL RISE TO A TOTAL OF 113,000.

U.S. IS WORLD LEADER:

- * WE CARRY ALMOST HALF (43.1 PERCENT IN 1988 ACCORDING TO AIR TRANSPORT WORLD MAGAZINE) OF THE WORLD'S PASSENGERS.
- * U.S. AIRLINES HANDLE 80 PERCENT OF THE WORLD'S SCHEDULED PASSENGER, FREIGHT, AND MAIL TRAFFIC (INCLUDES BOTH DOMESTIC AND INTERNATIONAL TRAFFIC -- ICAO STATISTICS).
- * 57 PERCENT OF ALL DOMESTIC TRAFFIC WORLDWIDE MOVES WITHIN THE U.S.

SINCE DEREGULATION, U.S. CARRIERS HAVE EXPERIENCED UNPRECEDENTED GROWTH IN INTERNATIONAL OPERATIONS.

- * 12 U. S. AIR CARRIERS SERVING OVERSEAS DESTINATIONS TEN YEARS AGO -- MORE THAN 39 TODAY.
- * IN THE ATLANTIC: U.S. CARRIERS OPERATE ESTIMATED 44 PERCENT OF FLIGHTS BETWEEN NORTH AMERICA AND EUROPE.
- * IN THE PACIFIC: U.S. CARRIERS WILL ACCOUNT FOR 47 PERCENT OF ALL TRANSPACIFIC OPERATIONS BETWEEN 1989 AND THE YEAR 2000. [THIS PERCENTAGE WILL REMAIN CONSTANT THROUGH THE PERIOD DUE TO RESTRICTIONS IMPOSED BY BILATERAL AGREEMENTS.]

BECAUSE OF INTERNATIONALIZATION, NOW
HAVE GREATER NEED FOR COMMON
OPERATING STANDARDS, ATC PROCEDURES,
AIRPORT STANDARDS, MAINTENANCE
STANDARDS, ETC.

MAJOR STRUCTURAL CHANGES TAKING
PLACE IN THE INTERNATIONAL AIRLINE
INDUSTRY -- MAY SEVERELY AFFECT OUR
ABILITY TO REGULATE SAFETY IN THE
INTERNATIONAL ARENA.

AIRWORTHINESS AUTHORITIES MUST
EXPEDITE EFFORTS TO ACHIEVE
COMPARABILITY IN AIRCRAFT CERTIFICATION,
OPERATION, AND MAINTENANCE
REQUIREMENTS -- NEED MORE
STANDARDIZATION OF EQUIPMENT SO WE'RE
INTER-OPERABLE.

- * RAPID INTERCHANGE OF TRANSPORT AIRCRAFT, AND THE EXPANSION OF AIRCRAFT LEASING, CHARTER, AND INTERCHANGE, ARE MAKING IT DIFFICULT TO MONITOR INDIVIDUAL AIRCRAFT OPERATORS AND KEEP TRACK OF THE CONTINUING AIRWORTHINESS OF INDIVIDUAL AIRCRAFT.
- * SAFETY AUTHORITIES CAN NO LONGER AFFORD THE LUXURY OF UNCOORDINATED REGULATORY PRACTICES GOVERNING MAINTENANCE AND OPERATIONS.

- * THEREFORE, IT'S CRITICALLY IMPORTANT TO GET RATIFICATION OF ARTICLE 83 BIS OF THE CONVENTION ON INTERNATIONAL CIVIL AVIATION -- IT WILL ALLOW AVIATION AUTHORITIES TO MAKE VOLUNTARY ARRANGEMENTS TO MONITOR AIRCRAFT MORE EFFECTIVELY.

- * INTERNATIONALIZATION OF AIRCRAFT MANUFACTURE REQUIRES AN INCREASED PRESENCE FOR ASSESSMENT OF FOREIGN MANUFACTURING CAPABILITIES, ASSISTANCE IN ESTABLISHING COMPETENT AIRWORTHINESS AUTHORITIES AND NEGOTIATION OF BILATERAL AIRWORTHINESS AGREEMENTS (BAA). (RECENTLY SIGNED BAAS WITH INDONESIA AND ARGENTINA. NOW WORKING TOWARD AN EVENTUAL AGREEMENT WITH CHINA; OTHER COUNTRIES ARE INTERESTED.)
- * FAA NOW MAINTAINS 194 TECHNICAL ASSISTANCE AGREEMENTS WITH 68 DIFFERENT COUNTRIES, A 56 PERCENT INCREASE OVER THE 124 AGREEMENTS MAINTAINED JUST FIVE YEARS AGO.

NEED MORE COOPERATION ON SECURITY MATTERS, EUROPE AND ASIA

WHAT WE'RE DOING:

- * WORKING CLOSELY WITH OUR
AVIATION SECURITY COUNTERPARTS
AROUND THE WORLD.
- * GOAL IS TO COORDINATE
INTERNATIONAL SECURITY
ASSESSMENT EFFORTS AND TO
EXPEDITE THE DISSEMINATION OF
SECURITY INFORMATION.

- * TO FURTHER STRENGTHEN THESE EFFORTS, THE FEDERAL AVIATION ADMINISTRATION INTENDS TO POST MORE SECURITY LIAISON SPECIALISTS OVERSEAS TO WORK WITH U.S. AIR CARRIERS AND WITH SECURITY OFFICIALS IN OTHER COUNTRIES.

- * MONITORING FOREIGN AIRLINES SERVING U.S.

ISSUED RULE REQUIRING FOREIGN AIRLINES SERVING THE U.S. TO SUBMIT SECURITY PLANS FOR REVIEW AND APPROVAL. (THE INTERNATIONAL SECURITY AND DEVELOPMENT COOPERATION ACT, PL 99-83, REQUIRES ASSESSMENT OF FOREIGN AIRPORTS WHICH SERVE U.S. CARRIERS AND FOREIGN CARRIERS OPERATING INTO U.S.)

FOREIGN AIR CARRIERS MUST
SUBMIT THEIR SECURITY PLANS SO
WE CAN MOVE THEM TOWARDS
STANDARDS THAT ARE
COMPARABLE TO THOSE WE
REQUIRE OF OUR OWN AIR
CARRIERS.

- * STRENGTHENED OUR FOREIGN
AIRPORT SECURITY ASSESSMENT
PROGRAM. NONEXISTENT 4 YEARS
AGO, NOW REQUIRES ASSESSMENT
VISITS BY FAA TEAMS AT MORE THAN
200 INTERNATIONAL AIRPORT SITES
EACH YEAR. TO DATE, 877
ASSESSMENTS HAVE BEEN
COMPLETED.
- * RAISED STANDARDS FOR X-RAY AND
METAL DETECTION EQUIPMENT FOR
U.S. CARRIERS.

- * REQUIRING MORE THOROUGH SCREENING OF PORTABLE ELECTRONIC DEVICES.
- * ORDERED U.S. AIRLINES TO PERFORM SPECIAL SCREENING FOR PLASTIC EXPLOSIVES IN CHECKED LUGGAGE AT 40 OF THE BUSIEST AIRPORTS HERE AND OVERSEAS.
- * ORDERED U.S. AIRLINES TO USE AUTOMATED EXPLOSIVE DETECTION SYSTEMS (THERMO NEUTRON ANALYZER) FOR SCREENING CHECKED LUGGAGE ON INTERNATIONAL FLIGHTS.

TNA IS EFFECTIVE. OTHER COUNTRIES SHOULD AGREE TO USE IT.

- * INCREASING OUR SECURITY MEASURES IN PACIFIC REGION, IN RESPONSE TO INCREASED TRAFFIC.

NOT LONG AGO, ONLY 500 WORKHOURS PER YEAR WERE REQUIRED TO DO SECURITY WORK IN THE PACIFIC AREA.

TODAY, WE NEED MORE THAN 23,000 WORKHOURS PER YEAR TO MEET PRESENT DEMANDS.

SIMILAR INCREASES ARE OCCURRING IN EUROPE.

NEED MORE COORDINATED MULTINATIONAL APPROACHES TO AIR TRAFFIC FLOW PROBLEMS THAT AFFECT MANY NATIONS.

- * AS A RESULT OF GROWING INTERNATIONALIZATION, FAA IS MORE AND MORE INVOLVED IN ISSUES AFFECTING FOREIGN AIR TRAFFIC CONTROL, AIRSPACE CAPACITY, AND AIRCRAFT MANUFACTURE/CERTIFICATION, ETC.
- * AIRPORTS AND AIRWAYS AROUND THE WORLD ARE INCREASINGLY CONGESTED. FLIGHTS ARE DELAYED. PASSENGERS ARE FRUSTRATED. AND IMMENSE SUMS OF MONEY ARE WASTED.

* WE KNOW THE MAJOR CAUSES:

OLD AIRPORTS THAT CAN'T HANDLE
TODAY'S TRAFFIC DEMANDS,
AIRSPACE RESTRICTIONS,
CONTROLLER SHORTAGES, LABOR
DIFFICULTIES, THE LACK OF
POSITIVE RADAR CONTROL,
OUTDATED SYSTEMS, AND
OUTMODED TECHNOLOGY,
PROCEDURES, AND EQUIPMENT.

* THE CURES: BETTER FLOW CONTROL
AND TRAFFIC MANAGEMENT, NEW
AIRPORTS, MORE AND BETTER
RUNWAYS, BETTER SURVEILLANCE
TECHNOLOGY, BETTER COMPUTERS,
BETTER COMMUNICATIONS,
IMPROVED SYSTEMS AND
PROCEDURES, MORE AUTOMATION.

- * MUST GET AND USE THE MOST ADVANCED TECHNOLOGY AVAILABLE. EACH NATION NEEDS A COMPREHENSIVE PLAN. THE U.S. HAS ITS \$15.8 BILLION NATIONAL AIRSPACE SYSTEM PLAN.

U.S. HAS A LOT OF EXPERIENCE IN PLANNING, ACQUIRING ADVANCED NEW SYSTEMS. WE'D BE GLAD TO SHARE THAT EXPERIENCE WITH OTHER NATIONAL AVIATION AUTHORITIES.

- * FAA MIGHT BE ABLE TO ASSIST IN SUCH AREAS AS SECTOR DESIGN, AIRSPACE SIMULATION, FLOW MANAGEMENT TECHNIQUES, ATC TRAINING PROGRAMS, ETC.

NEED CONTINUED PROGRESS ON A
WORLDWIDE, SATELLITE-BASED,
COMMUNICATION, NAVIGATION, AND
SURVEILLANCE SYSTEM.

- * THIS SYSTEM WILL REVOLUTIONIZE
AIR NAVIGATION, ASSURE
CONTINUOUS COMMUNICATIONS
WITH AIRCRAFT REGARDLESS OF
POSITION, AND PERMIT FAR MORE
EFFICIENT USE OF AIRSPACE.

NEED COOPERATION THROUGHOUT THE
WORLD TO HELP US DEVELOP OTHER NEW
TECHNIQUES FOR GREATER SAFETY,
CAPACITY, AND EFFICIENCY.

OUR ROLE AS A WORLD AVIATION LEADER.

TO DEVELOP NEW TECHNOLOGY.

TO HELP SET THE STANDARDS FOR ATC,
NAVIGATION, COMMUNICATIONS.

TO BE RESPONSIVE TO OTHER COUNTRIES
NEEDS AND ABILITIES.

TO BE EVER-READY TO HELP WHEN ASKED.

REMARKS FOR ADMIRAL JAMES B. BUSEY
ADMINISTRATOR, FEDERAL AVIATION ADMINISTRATION
BEFORE THE
SOUTHEASTERN AIRPORT MANAGERS ASSOCIATION
MOBILE, ALABAMA
OCTOBER 10, 1989

THANK YOU. IT'S A PLEASURE TO BE WITH YOU.
TODAY I WANT TO TELL YOU ABOUT MY GOALS FOR THE
FAA, AND I WANT TO GIVE YOU MY VIEWS ABOUT THE
CHALLENGES WE FACE IN THE YEARS AHEAD.

WE'VE GOT THE GREATEST AIR TRANSPORT
SYSTEM IN THE WORLD. THERE'S NO QUESTION ABOUT
THAT. IT CARRIES ALMOST HALF THE WORLD'S
PASSENGERS. IT'S THE SAFEST. IT'S THE MOST
EFFICIENT. AND IT'S THE ENVY OF THE WORLD.

BUT WE'VE GOT SOME PRETTY BIG CHALLENGES
AHEAD.

YOU KNOW THE STORY AS WELL AS I DO. FIRST CAME THE DEREGULATION OF THE AIRLINES. AND THEN CAME ALMOST UNBELIEVABLE GROWTH -- MORE PASSENGERS, MORE PLANES, MORE FLIGHTS. AND THAT GAVE US MORE CONGESTION AND MORE DELAYS, ON THE GROUND AND IN THE AIR.

WE'VE GOT ABOUT 450 MILLION PASSENGERS A YEAR NOW -- AND TWENTY-ONE OF OUR MAJOR AIRPORTS ARE SERIOUSLY CONGESTED. BY THE TURN OF THE CENTURY, WE'LL HAVE CLOSE TO 800 MILLION PASSENGERS A YEAR -- AND THE NUMBER OF OVERLOADED MAJOR AIRPORTS WILL DOUBLE -- UNLESS WE'RE ABLE TO INCREASE SYSTEM CAPACITY SUBSTANTIALLY.

AVIATION USERS AREN'T GOING TO WAIT UNTIL THE TURN OF THE CENTURY FOR IMPROVEMENTS IN OUR AIRSPACE/AIRPORTS SYSTEM. SO OUR CHALLENGE IS TO GET THAT SYSTEM IN SHAPE TO HANDLE MORE AND MORE TRAFFIC IN THE YEARS AHEAD.

WE'RE GOING TO DO THAT IN PART THROUGH OUR MULTI-BILLION DOLLAR NATIONAL AIRSPACE SYSTEM PLAN THAT WILL GIVE US THE ADVANCED TECHNOLOGY, EQUIPMENT, AND FACILITIES THAT WILL BOOST AIRSPACE SYSTEM CAPACITY SUBSTANTIALY. AND THE NATION MUST ALSO INVEST BILLIONS IN THE YEARS AHEAD TO IMPROVE OUR AIRPORTS AND BUILD NEW ONES.

IT WON'T BE EASY. WE NEED PUBLIC SUPPORT AND WE NEED GREATER COOPERATION AMONG THE MAJOR GROUPS WITHIN THE SYSTEM.

OUR JOB, THEN, IS TO GET OUR MESSAGE OUT TO PEOPLE WHO AREN'T PART OF THE AVIATION SYSTEM. IF THE AMERICAN PEOPLE UNDERSTAND HOW VITAL AIR TRANSPORTATION IS TO OUR STANDARD OF LIVING, THEY WILL GIVE US THE SUPPORT WE NEED. IT'S OUR JOB TO MAKE SURE THAT THEY UNDERSTAND WHAT'S AT STAKE.

WE'VE ALSO GOT TO RAISE THE LEVEL OF COOPERATION AMONG THE MAJOR AVIATION GROUPS. WE'VE GOT TO COMMUNICATE WITH EACH OTHER, NOT JUST WHEN WE HAVE PROBLEMS, BUT BEFORE PROBLEMS ARISE. IF WE DON'T, WE COULD END UP WORKING AT CROSS PURPOSES, EVEN THOUGH WE ARE PURSUING COMMON GOALS.

THAT'S WHY I WANT THE FAA TO COMMUNICATE BETTER WITH THE PEOPLE IN AMERICAN AVIATION -- THE PROFESSIONALS WHO RUN THE SYSTEM AND THE USERS WHO BENEFIT FROM IT -- THE PILOTS, MECHANICS, PASSENGERS, TECHNICIANS, FBO OPERATORS, MANUFACTURERS, INDUSTRY GROUP, AND ALL THE REST.

I THINK THE FAA NEEDS TO REACH OUT MORE TO THE PEOPLE IN THE MAJOR AVIATION GROUPS LIKE AOPA, GAMA, EAA, ATA, NBAA, AND YOUR OWN SAMA MEMBERS.

I HAVE THE IMPRESSION THAT THE FAA IS PERCEIVED BY SOME AVIATION GROUPS AS TURNING A DEAF EAR TO THEIR CONCERNS. A NUMBER OF PEOPLE HAVE TOLD ME HOW FRUSTRATING IT IS TO TRY TO COMMUNICATE TO THE FAA. THEY SAY THAT THEY REALLY DON'T HAVE ENOUGH OPPORTUNITY TO GIVE US THE BENEFIT OF THEIR VIEWS -- AND WHEN THEY DO COMMENT ON A PROPOSED RULE OR SOME OTHER ISSUE, IT SEEMS LIKE WE'RE NOT PAYING ATTENTION.

SO ONE OF MY GOALS IS TO IMPROVE THE FAA'S COMMUNICATIONS WITH THE AVIATION COMMUNITY.

OF COURSE, THE NUMBER ONE GOAL FOR ANY FAA ADMINISTRATOR MUST BE SAFETY. NOTHING IS MORE IMPORTANT. WE HAVE THE SAFEST SYSTEM IN THE WORLD, AND IT MUST STAY THAT WAY.

WE'VE BEEN CONCERNED WITH SAFETY SINCE THE DAWN OF THE AIR AGE. BUT NOW WE'VE GOT TWO SPECIAL PROBLEMS -- TERRORISM AND DRUGS. WE'VE STRENGTHENED OUR DEFENSES AGAINST TERRORISTS. AND WE'RE GOING TO DO MORE. I'M PERSONALLY COMMITTED TO THIS STRUGGLE.

I'M JUST AS STRONGLY COMMITTED TO THE WAR AGAINST DRUGS. WE CANNOT TOLERATE THE USE OF ILLEGAL DRUGS ANYWHERE IN AVIATION. THAT'S NOT AN ISSUE FOR DEBATE OR NEGOTIATION.

ANOTHER OF MY FAA GOALS IS TO MAKE SURE THAT WE GET THE RIGHT PEOPLE IN THE ORGANIZATION, IN THE RIGHT NUMBERS, AND IN THE RIGHT JOBS. THE QUALITY OF OUR PEOPLE IS THE SINGLE MOST IMPORTANT FACTOR AFFECTING THE FAA'S PERFORMANCE. WE'VE GOT TO HAVE THE BEST PEOPLE, AND I'M GOING TO SEE THAT WE GET THEM.

MY GOAL IN THE PROCUREMENT AREA IS TO MAKE SURE THAT DELAYS AND COST OVERRUNS DO NOT BECOME A CHRONIC CONDITION. AS YOU KNOW, THERE HAVE BEEN A NUMBER OF DELAYS AND OVERRUNS IN OUR 15.8 BILLION DOLLAR NAS PLAN.

WE SIMPLY CANNOT TOLERATE THAT. WE MUST INSTILL GREATER ECONOMY AND EFFICIENCY THROUGHOUT THE WHOLE PROCUREMENT PROCESS, SO THAT THE HARDWARE AND PROGRAMS ARE DELIVERED ON TIME AND ON COST.

ON THE BUDGET SIDE, MY GOAL IS TO GET THE MONEY WE NEED TO MODERNIZE THE SYSTEM AND RAISE ITS CAPACITY. WE HAVE A GROWING SYSTEM WITH GROWING NEEDS, AND WE'RE GOING TO NEED SUBSTANTIAL INCREASES IN THE LEVEL OF CAPITAL INVESTMENT IN THE YEARS AHEAD.

YES, THERE IS A BUDGET CRUNCH AND TOUGH COMPETITION FOR FEDERAL DOLLARS. BUT I'M OPTIMISTIC. THE ADMINISTRATION IS PAYING ATTENTION TO OUR NEEDS. AND WE HAVE A SECRETARY OF TRANSPORTATION WHO'S A PILOT AND WHO LOVES AVIATION.

WE'VE ALSO GOT A LOT OF SUPPORT ON THE HILL, AND I THINK THAT THE APPROPRIATIONS BILL NOW IN CONFERENCE WILL SHOW A TREND TOWARD HIGHER LEVELS OF FUNDING FOR THE FAA.

IN THE MONTHS AHEAD, I'M GOING TO WORK HARD TO SEE THAT WE GET THE MONEY WE NEED TO EXPAND AND IMPROVE AIR TRANSPORTATION IN THIS COUNTRY. AND THAT APPLIES TO THE WHOLE FAA BUDGET, INCLUDING THE AIRPORT IMPROVEMENT PROGRAM.

THE MONEY IN THE AVIATION TRUST FUND WAS TAXED FROM OUR TRAVELING PUBLIC AND AVIATORS, AND I STRONGLY BELIEVE THAT IT SHOULD BE USED AS ORIGINALLY INTENDED.

I THINK WE'LL SEE SOME GROWTH ON THE AIP SIDE ON THE 1990 BUDGET, AND I'M CONFIDENT THAT IN THE '91 BUDGET WE'LL BE ABLE TO ESTABLISH A TREND THAT WILL CLEARLY DEMONSTRATE INCREASED ACCESS TO THE TRUST FUND.

THERE'S NO QUESTION THAT AMERICA NEEDS MORE AND BETTER AIRPORTS. THAT'S WHY HIGHER AIRPORT FUNDING IS ONE OF OUR MAJOR BUDGETARY GOALS.

OF COURSE, AIRPORT CAPACITY IS ONE OF YOUR BIG CONCERNS, TOO. PROBABLY EVERY ONE OF YOU WOULD LIKE FOR ME TO BUILD A NEW AIRPORT FOR YOU. BUT, AS YOU KNOW, THE FAA IS NOT IN THAT BUSINESS. WE DON'T BUILD AIRPORTS. WE CAN HELP YOU PLAN. WE CAN HELP YOU FUND. AND WE CAN BUILD THE TOWER AND RUN THE AIR CONTROL AND APPROACH SYSTEM.

BUT THE DECISION TO BUILD OR NOT TO BUILD IS MADE AT THE STATE AND LOCAL LEVEL. AND WHEN YOU MAKE THOSE DECISIONS, I HOPE YOU'LL REALIZE THAT YOU'LL BE AFFECTING AIRPORTS AND TRAVELERS THOUSANDS OF MILES AWAY.

WE RUN A NATIONAL AIR SYSTEM. WHATEVER HAPPENS, OR DOESN'T HAPPEN, IN ONE LOCALITY AFFECTS WHAT HAPPENS IN THE REST OF THE SYSTEM. A LACK OF AIRPORT CAPACITY IN ONE MAJOR CITY CAN SLOW PLANES AND PEOPLE ALL OVER THE COUNTRY.

THAT'S THE KIND OF THING I'VE GOT TO CONSIDER WHEN WE DECIDE HOW TO ALLOCATE OUR LIMITED DOLLARS. WE CAN'T FUND A PURELY LOCAL IMPROVEMENT THAT HELPS A LIMITED NUMBER OF PEOPLE, WHEN THERE IS A FAR GREATER NEED SOMEWHERE ELSE IN THE SYSTEM. WE'VE GOT TO LOOK SYSTEM-WIDE WHEN WE MAKE OUR DISCRETIONARY AIRPORT FUNDING DECISIONS.

BECAUSE OUR DOLLARS ARE IN SHORT SUPPLY AND BECAUSE THE NEED IS SO GREAT, THE TIME HAS COME, AS SECRETARY SKINNER HAS SAID, (AND I QUOTE) TO "DEVELOP NEW, CREATIVE WAYS TO FINANCE MAJOR INFRASTRUCTURE DEVELOPMENTS WHICH MEET OUR MUTUAL GOAL OF EXPANDING THE SYSTEM ..." (END OF QUOTE.)

ONE IDEA THAT'S GETTING RENEWED ATTENTION THESE DAYS IS A PASSENGER FACILITY CHARGE THAT WOULD FUND AIRPORT IMPROVEMENTS AND WOULD REPLACE OR AUGMENT THE FEDERAL AIRPORT IMPROVEMENT PROGRAM.

IT SEEMS TO ME THAT THIS PROPOSAL IS WORTH CONSIDERING. IT WOULD PUT CONTROL OF THESE REVENUES IN THE HANDS OF LOCAL AND STATE AIRPORT AUTHORITIES AND FREE THEM FROM HAVING TO COME TO THE FEDERAL TROUGH SO OFTEN FOR THEIR FUNDING. IT WOULD ALSO ELIMINATE THE DEPENDENCE ON AIRLINE FINANCIAL PARTICIPATION IN MAJOR INVESTMENT PROJECTS, WHICH AT SOME AIRPORTS HAS GIVEN AN AIRLINE CONTROL OVER AIRPORT EXPANSION.

AND IT WOULD GIVE THE FAA GREATER FREEDOM IN THE USE OF AIP DISCRETIONARY FUNDS, WHICH MUST NOW BE ALLOCATED AMONG AIRPORTS THAT CONTRIBUTE MOST TO CAPACITY. WE COULD REACH DOWN A LITTLE FURTHER TO HELP MORE OF OUR FEEDER AND COMMUTER AIRPORTS THAT SERVE SMALLER COMMUNITIES.

HAVING LOOKED AT THE CURRENT FUNDING SITUATION AND THE TRUST FUND ISSUES AND THE TIGHT BUDGET YEARS THAT WE'VE GOT AHEAD OF US - - CONSIDERING THE WHOLE PICTURE, MY PERSONAL VIEW IS THAT WE'RE GOING TO HAVE TO FIND NEW FUNDING SOURCES. SO MAYBE THE TIME HAS COME TO GIVE SERIOUS CONSIDERATION TO SOMETHING ALONG THE LINES OF A PASSENGER FACILITY CHARGE.

NEW FINANCING IDEAS, SUCH AS THE PROPOSED PASSENGER FACILITY CHARGE, ARE BEING CONSIDERED AS PART OF THE NEW NATIONAL TRANSPORTATION POLICY, WHICH, AS YOU KNOW, IS BEING DEVELOPED NOW.

MY GOAL HERE IS TO ENSURE THAT THE FAA PLAYS A LEADING ROLE IN DEFINING THE AVIATION SIDE OF THE NEW POLICY.

AVIATION IS OUR RESPONSIBILITY, AND AVIATION POLICY SHOULD NOT BE GENERATED BY SOME CONGRESSIONALLY MANDATED GROUP. NOR SHOULD IT BE DEVELOPED STRICTLY FROM THE INSIDE THE WASHINGTON BELTWAY -- WHICH IS WHY WE'RE MAKING SPECIAL EFFORTS TO INCLUDE THE VIEWS OF AVIATION INTEREST GROUPS FROM AROUND THE COUNTRY.

WE WANT TO MAKE SURE THAT THE AVIATION COMMUNITY IS HEARD WHEN DECISIONS ARE MADE ON SUCH CRITICAL ISSUES AS NOISE, AVIATION FUNDING, ESSENTIAL AIR SERVICES, AND AIRSPACE AVAILABILITY.

I BELIEVE THE DEVELOPMENT OF AN OVERALL NATIONAL TRANSPORTATION POLICY CAN LEAD TO NEW WAYS OF DOING THINGS, NEW WAYS OF APPROACHING OLD PROBLEMS.

SUCH A POLICY, FOR EXAMPLE, MIGHT GIVE US A WAY TO COORDINATE THE PLANNING AND FUNDING OF DIFFERENT TRANSPORTATION MODES. THERE'S NO QUESTION THAT WE COULD BENEFIT FROM A GREATER INTEGRATION OF AIR, MASS TRANSIT, AND HIGHWAY NETWORKS SERVING OUR MAJOR AIRPORTS.

FOR MANY HOURS DURING PEAK TRAFFIC PERIODS EACH DAY, GROUND TRAFFIC IS VIRTUALLY GRIDLOCKED AROUND SOME OF OUR LARGE AIRPORTS. AND THIS SITUATION COULD GET WORSE WHEN WE START USING HIGH SPEED RUNWAY TURNOFFS, REDUCED SEPARATION STANDARDS FOR LANDING AIRCRAFT, MICROWAVE LANDING SYSTEMS, AND MAY OTHER IMPROVEMENTS TO SPEED THE FLOW OF TRAFFIC.

WE'LL BE MOVING MORE PLANES IN AND OUT DURING THE SAME TIME PERIODS AND MANY OF THOSE PLANES WILL BE WIDE-BODIES CARRYING MORE PASSENGERS -- WHICH, OF COURSE, WILL MEAN A TREMENDOUS INCREASE IN PEOPLE TRYING TO GET TO AND FROM THE AIRPORT. AND THAT ALL ADDS UP TO EVEN MORE SEVERE GROUND ACCESS PROBLEMS.

HOW DO WE SOLVE THOSE PROBLEMS? WELL, THE FAA CAN'T DO IT ALONE. BUT MAYBE WE COULD WORK WITH THE FEDERAL HIGHWAY ADMINISTRATION AND THE URBAN MASS TRANSIT ADMINISTRATION TO PLAN AND FUND THE DEVELOPMENT OF BETTER ROAD, RAIL, AND BUS ACCESS TO THESE AIRPORTS.

THEREFORE, IN DEVELOPING THE NATIONAL TRANSPORTATION POLICY, WE'RE GOING TO BE LOOKING AT THE NEED FOR BETTER COORDINATION AMONG THE VARIOUS MODAL ADMINISTRATIONS. AND, AS I SAID, I WANT TO MAKE SURE THAT OUR AVIATION INTERESTS ARE FULLY CONSIDERED.

IN BRIEF, THEN, THOSE ARE MY GOALS FOR THE
FAA:

I BELIEVE WE'RE ENTERING ONE OF THE MOST
CHALLENGING PERIODS IN AMERICAN AVIATION
HISTORY. FIFTY YEARS FROM NOW, PEOPLE ARE
GOING TO LOOK BACK AND SAY THAT THE 1990s WERE
THE DECADE IN WHICH WE TRANSFORMED AMERICA'S
AVIATION SYSTEM.

THAT'S OUR CHALLENGE -- YOURS AND MINE AND
EVERYONE ELSE IN AVIATION. THE FAA CAN LEAD. BUT
WE CAN'T DO IT ALL. WE'RE GOING TO NEED THE HELP
OF A LOT OF PEOPLE OUTSIDE THE ORGANIZATION.

WE HAVE A TREMENDOUS TASK AHEAD OF US --
ONE THAT WILL REQUIRE ALL OF THE KNOWLEDGE AND
EXPERTISE WE CAN MUSTER. BUT I BELIEVE THAT WE
CAN MEET ANY CHALLENGE AND ACHIEVE ANY GOAL --
IF WE WORK TOGETHER.

THE FAA DOESN'T KNOW ALL THE ANSWERS.
THAT'S WHY WE'RE REACHING OUT TO AVIATION USERS
AND FOLKS LIKE ALL OF YOU.

THANK YOU.

REMARKS FOR ADMIRAL JAMES B. EUSEY
ADMINISTRATOR, FEDERAL AVIATION ADMINISTRATION
BEFORE THE SOUTHEASTERN AIRPORT MANAGERS ASSOCIATION
MOBILE, ALABAMA
OCTOBER 10, 1989

Thank you. It's a pleasure to be with you. Today I want to tell you about my goals for the FAA, and I want to give you my views about the challenges we face in the years ahead.

We've got the greatest air transport system in the world. There's no question about that. It carries almost half the world's passengers. It's the safest. It's the most efficient. And it's the envy of the world.

But we've got some pretty big challenges ahead.

You know the story as well as I do. First came the deregulation of the airlines. And then came almost unbelievable growth -- more passengers, more planes, more flights. And that gave us more congestion and more delays, on the ground and in the air.

We've got about 450 million passengers a year now -- and twenty-one of our major airports are seriously congested. By the turn of the century, we'll have close to 800 million passengers a year -- and the number of overloaded major airports will double -- unless we're able to increase system capacity substantially.

Aviation users aren't going to wait until the turn of the century for improvements in our airspace/airports system. So our challenge is to get that system in shape to handle more and more traffic in the years ahead.

We're going to do that in part through our multi-billion dollar National Airspace System Plan that will give us the advanced technology, equipment, and facilities that will boost airspace system capacity substantially. And the nation must also invest billions in the years ahead to improve our airports and build new ones.

It won't be easy. We need public support and we need greater cooperation among the major groups within the system.

Our job, then, is to get our message out to people who aren't part of the aviation system. If the American people understand how vital air transportation is to our standard of living, they will give us the support we need. It's our job to make sure that they understand what's at stake.

We've also got to raise the level of cooperation among the major aviation groups. We've got to communicate with each other, not just when we have problems, but before problems arise. If we don't, we could end up working at cross purposes, even though we are pursuing common goals.

That's why I want the FAA to communicate better with the people in American aviation -- the professionals who run the system and the users who benefit from it -- the pilots, mechanics, passengers, technicians, FBO operators, manufacturers, industry groups, and all the rest.

I think the FAA to reach out more to the people in the major aviation groups like AOPA, GAMA, EAA, ATA, NBAA, and your own SAMA members.

I have the impression that the FAA is perceived by some aviation groups as turning a deaf ear to their concerns. A number of people have told me how frustrating it is to try to communicate to the FAA. They say that they really don't have enough opportunity to give us the benefit of their views -- and when they do comment on a proposed rule or some other issue, it seems like we're not paying attention.

So one of my goals is to improve the FAA's communications with the aviation community.

Of course, the number one goal for any FAA Administrator must be safety. Nothing is more important. We have the safest system in the world, and it must stay that way.

We've been concerned with safety since the dawn of the Air Age. But now we've got two special problems -- terrorism and drugs. We've strengthened our defenses against terrorists. And we're going to do more. I'm personally committed to this struggle.

I'm just as strongly committed to the war against drugs. We can not tolerate the use of illegal drugs anywhere in aviation. That's not an issue for debate or negotiation.

Another of my FAA goals is to make sure that we get the right people in the organization, in the right numbers, and in the right jobs. The quality of our people is the single most important factor affecting the FAA's performance. We've got to have the best people, and I'm going to see that we get them.

My goal in the procurement area is to make sure that delays and cost overruns do not become a chronic condition. As you know, there have been a number of delays and overruns in our 15.8 billion dollar NAS Plan.

We simply cannot tolerate that. We must instill greater economy and efficiency throughout the whole procurement process, so that the hardware and programs are delivered on time and on cost.

On the budget side, my goal is to get the money we need to modernize the system and raise its capacity. We have a growing system with growing needs, and we're going to need substantial increases in the level of capital investment in the years ahead.

Yes, there is a budget crunch and tough competition for federal dollars. But I'm optimistic. The Administration is paying attention to our needs. And we have a Secretary of Transportation who's a pilot and who loves aviation.

We've also got a lot of support on the Hill, and I think that the appropriations bill now in conference will show a trend toward higher levels of funding for the FAA.

In the months ahead, I'm going to work hard to see that we get the money we need to expand and improve air transportation in this country. And that applies to the whole FAA budget, including the Airport Improvement Program.

The money in the Aviation Trust Fund was taxed from our traveling public and aviators, and I strongly believe that it should be used as originally intended.

I think we'll see some growth on the AIP side in the 1990 budget, and I'm confident that in the '91 budget we'll be able to establish a trend that will clearly demonstrate increased access to the Trust Fund.

There's no question that America needs more and better airports. That's why higher airport funding is one of our major budgetary goals.

Of course, airport capacity is one of your big concerns, too. Probably every one of you would like for me to build a new airport for you. But, as you know, the FAA is not in that business. We don't build airports. We can help you plan. We can help you fund. And we can build the tower and run the air control and approach system.

But the decision to build or not to build is made at the state and local level. And when you make those decisions, I hope you'll realize that you'll be affecting airports and travelers thousands of miles away.

We run a national air system. Whatever happens, or doesn't happen, in one locality affects what happens in the rest of the system. A lack of airport capacity in one major city can slow planes and people all over the country.

That's the kind of thing I've got to consider when we decide how to allocate our limited dollars. We can't fund a purely local improvement that helps a limited number of people, when there is a far greater need somewhere else in the system. We've got to look system-wide when we make our discretionary airport funding decisions.

Because our dollars are in short supply and because the need is so great, the time has come, as Secretary Skinner has said, (and I quote) to "develop new, creative ways to finance major infrastructure developments which meet our mutual goal of expanding the system ...". (End of quote.)

One idea that's getting renewed attention these days is a passenger facility charge that would fund airport improvements and would replace or augment the federal Airport Improvement Program.

It seems to me that this proposal is worth considering. It would put control of these revenues in the hands of local and state airport authorities and free them from having to come to the federal trough so often for their funding. It would also eliminate the dependence on airline financial participation in major improvement projects, which at some airports has given an airline control over airport expansion.

And it would give the FAA greater freedom in the use of AIP discretionary funds, which must now be allocated among airports that contribute most to capacity. We could reach down a little further to help more of our feeder and commuter airports that serve smaller communities.

Having looked at the current funding situation and the trust fund issues and the tight budget years that we've got ahead of us -- considering the whole picture, my personal view is that we're going to have to find new funding sources. So maybe the time has come to give serious consideration to something along the lines of a passenger facility charge.

New financing ideas, such as the proposed passenger facility charge, are being considered as part of the new national transportation policy, which, as you know, is being developed now.

My goal here is to ensure that the FAA plays a leading role in defining the aviation side of the new policy.

Aviation is our responsibility, and aviation policy should not be generated by some congressionally mandated group. Nor should it be developed strictly from inside the Washington Beltway -- which is why we're making special efforts to include the views of aviation interest groups from around the country.

We want to make sure that the aviation community is heard when decisions are made on such critical issues as noise, aviation funding, essential air services, and airspace availability.

I believe the development of an overall national transportation policy can lead to new ways of doing things, new ways of approaching old problems.

Such a policy, for example, might give us a way to coordinate the planning and funding of different transportation modes. There's no question that we could benefit from a greater integration of air, mass transit, and highway networks serving our major airports.

For many hours during peak traffic periods each day, ground traffic is virtually gridlocked around some of our large airports. And this situation could get worse when we start using high speed runway turnoffs, reduced separation standards for landing aircraft, microwave landing systems, and many other improvements to speed the flow of traffic.

We'll be moving more planes in and out during the same time periods and many of those planes will be wide-bodies carrying more passengers -- which, of course, will mean a tremendous increase in people trying to get to and from the airport. And that all adds up to even more severe ground access problems.

How do we solve those problems? Well, the FAA can't do it alone. But maybe we could work with the Federal Highway Administration and the Urban Mass Transit Administration to plan and fund the development of better road, rail, and bus access to these airports.

Therefore, in developing the national transportation policy, we're going to be looking at the need for better coordination among the various modal administrations. And, as I said, I want to make sure that our aviation interests are fully considered.

In brief, then, those are my goals for the FAA.

I believe we're entering one of the most challenging periods in American aviation history. Fifty years from now, people are going to look back and say that the 1990s were the decade in which we transformed America's aviation system.

That's our challenge -- yours and mine and everyone else in aviation. The FAA can lead. But we can't do it all. We're going to need the help of a lot of people outside the organization.

We have a tremendous task ahead of us -- one that will require all of the knowledge and expertise we can muster. But I believe that we can meet any challenge and achieve any goal -- if we work together.

The FAA doesn't know all the answers. That's why we're reaching out to aviation users and folks like all of you.

Thank you.

TALKING POINTS
FOR THE ADMINISTRATOR
AAD LUNCHEON
OCTOBER 12, 1989

* I AM PLEASED WITH THE OPPORTUNITY TO MEET WITH YOU. SOME OF YOU I ALREADY KNOW, AND I AM SURE I WILL BE GETTING TO KNOW MORE OF YOU AS WE WORK TOGETHER IN THE WEEKS AND MONTHS AHEAD.

* I SEE THIS GROUP AS A KEY SUPPORT GROUP FOR THE CHALLENGES THAT WE HAVE LAID OUT FOR THE AGENCY--FINISHING THE NAS PLAN, STREAMLINING THE PROCUREMENT PROCESS, AND GETTING THE REQUIRED RESOURCES FOR A CAPITAL INVESTMENT PROGRAM TO ALLOW THE U.S. TO RESPOND TO CHANGING TECHNOLOGY AND SYSTEM REQUIREMENTS.

* AT THE OUTSET, LET ME TRY TO GIVE YOU SOME PERSPECTIVE ON MY MANAGEMENT STYLE BECAUSE I THINK IT IS PARTICULARLY IMPORTANT FOR THIS GROUP TO KNOW HOW I LIKE TO OPERATE.

* I AM A PEOPLE PERSON WHO LIKES TO DEAL WITH THE PERSON WHO HAS THE FACTS. I DON'T LIKE FILTERS. I WILL USE THE CHAIN OF COMMAND, OF COURSE, BUT I WILL NOT HESITATE TO GO DIRECTLY TO THE PERSON WITH THE NECESSARY INFORMATION. I DON'T WANT THE ENTIRE CHAIN OF COMMAND TO COME BRIEF ME. I WANT TO SEE THE PERSON WITH THE INFORMATION.

* PARTICIPATORY MANAGEMENT IS VERY IMPORTANT TO ME AND I STRIVE TO GATHER AS MUCH INFORMATION AND EXPERTISE BEFORE MAKING A DECISION. I AM NOT ALWAYS LOOKING FOR CONSENSUS. I REGARD DISSENT AS HEALTHY. I WILL LISTEN TO ALL SIDES OF AN ARGUMENT AND THEN MAKE A DECISION.

* DELEGATING RESPONSIBILITY IS ANOTHER KEY ELEMENT OF MY MANAGEMENT STYLE. I BELIEVE STRONGLY IN GIVING PEOPLE THE RESOURCES AND SUPPORT TO DO THEIR JOBS AND MAKING THEM ACCOUNTABLE FOR THEIR PROGRAMS AND ACTIVITIES.

* TEAMWORK ALSO WILL BE A HALLMARK OF MY ADMINISTRATION. I HAVE BEEN WORKING ON TEAM BUILDING WITH MY TOP MANAGEMENT TEAM, VIRTUALLY SINCE I CAME HERE. I DON'T HAVE THE ENTIRE TOP MANAGEMENT TEAM IN PLACE YET. A KEY MISSING PLAYER IS THE DEPUTY ADMINISTRATOR AND WE HOPE TO HAVE THAT POSITION FILLED IN THE NEAR FUTURE.

* NEXT WEEK, WE WILL BE AT THE CENTER FOR MANAGEMENT DEVELOPMENT WHERE AGAIN WE WILL BE WORKING AS A TEAM ON OPERATING GUIDELINES FOR AREAS THAT AFFECT THE AGENCY AS A WHOLE, BUT THIS GROUP IN PARTICULAR: RESOURCE MANAGEMENT, FISCAL MANAGEMENT, INTERNAL COMMUNICATIONS, AND THE LIKE. WE ALSO WILL BE DISCUSSING ISSUES OF AIRPORT/SYSTEM CAPACITY, TRAINING, REAUTHORIZATION LEGISLATION, AND THE FY 1991 BUDGET.

* I PLAN TO MANAGE THE AGENCY WITH FOUR EXECUTIVE DIRECTORS, AND I WILL LOOK TO THEM FOR ADVICE ON POLICY ISSUES. IN ESSENCE, THEY ARE RESPONSIBLE FOR THE DEVELOPMENT OF CONCEPTS AND BUILDING STRATEGIC PLANS THAT SET THE COURSE FOR THE FUTURE. I WANT A FULL AMT "BUY-IN" IN THE STRATEGIC PLAN BEING DEVELOPED BECAUSE EVERYTHING WE DO WILL FLOW FROM THIS PLAN.

* THE ASSOCIATE ADMINISTRATORS, LIKE BROOKS, SERVE AS CHIEF OPERATING OFFICERS AND LINE MANAGERS FOR THE VARIOUS ASSIGNED PROGRAMS. HOWEVER, THEY ALSO PARTICIPATE IN THE DEVELOPMENT OF NATIONAL POLICY, BUT THEY ARE MORE DIRECTLY INVOLVED IN THE IMPLEMENTATION OF POLICY.

* YOU ALL WILL BE HEARING MORE ABOUT TEAM BUILDING IN THE DAYS AHEAD. TEAM BUILDING IS NOT JUST IMPORTANT FOR THE TOP MANAGEMENT TEAM--SUCH AS THE EXECUTIVE DIRECTORS AND ASSOCIATES--THAT I DEAL WITH ON A DAY-TO-DAY BASIS, BUT IT IS IMPORTANT THAT WE INSTILL THIS CONCEPT THROUGHOUT THE AGENCY, FROM TOP TO BOTTOM.

* IN FACT, TEAM BUILDING IS CRUCIAL TO THE TOTAL QUALITY MANAGEMENT (TQM) CONCEPT THAT SOME OF YOU HAVE ALREADY HEARD ABOUT. DON'T GET HUNG UP ON THE TERM TQM AND DON'T THINK OF IT AS A PROGRAM, ANOTHER NEW MANAGEMENT CONCEPT THAT WE ARE GOING TO TRY OUT ON YOU.

* WHAT WE ARE TALKING ABOUT IS A PROCESS--A LONG TERM PROCESS--THAT CONTINUOUSLY AIMS AT IMPROVING THE SERVICE AND PRODUCTS WE PROVIDE. TO DELIVER THOSE QUALITY SERVICES AND PRODUCTS, AS AN AGENCY, WE ALL HAVE TO BUY INTO THAT COMMITMENT. THAT, IN A NUTSHELL, IS WHAT TQM IS ALL ABOUT. THE CONCEPT OF "IF IT AIN'T BROKE, DON'T FIX IT" HAS TO GO. QUALITY MANAGEMENT HAS TO DO WITH CONTINUOUSLY STRIVING AS A TEAM TO FIND A BETTER WAY TO DO THE JOB. THAT'S WHAT I WANT TO HELP BUILD INTO THE VERY MARROW OF THIS AGENCY--THAT KIND OF COMMITMENT TO QUALITY. AND THAT'S WHERE TEAM BUILDING COMES INTO PLAY.

* QUALITY WORK DOES NOT COME FROM EDICTS ON HIGH. IN FACT, THE WHOLE CONCEPT OF MANAGEMENT CHANGES WHEN A WORK FORCE IS IMBUED WITH A COMMITMENT TO QUALITY. BOSSES ARE NO LONGER THERE TO GIVE ORDERS. THEY ARE THERE TO EMPOWER PEOPLE, TO ACT AS COACH RATHER THAN DRIVER. AND THEY ARE THERE TO PROVIDE SUPPORT AND TO HELP CLEAR AWAY THE OBSTACLES TO GETTING THE JOB DONE.

* TO UNDERSTAND THIS PROCESS AND TO GET IT WORKING RIGHT TAKES TRAINING, AND WE ARE GOING TO PROVIDE THAT TRAINING AT ALL LEVELS OF THIS AGENCY. AS PROFESSIONALS, YOU WILL LIKE THIS APPROACH. IT WILL NOT BE THREATENING. IN FACT, IT WILL MAKE YOUR JOBS A WHOLE LOT MORE ENJOYABLE. SOME OF THE MANAGEMENT SYSTEMS PEOPLE ARE ALREADY ON BOARD WITH TQM AND WILL SERVE AS THE FOCAL POINT FOR THIS EFFORT. YOU WILL BE HEARING MORE ABOUT THIS IN THE NEAR FUTURE.

* NOW, LET ME TALK TO YOU BRIEFLY ABOUT MY GOALS AND PRIORITIES FOR THE FAA. LET ME START BY SAYING THAT I DON'T PLAN ANY MAJOR CHANGES IN THE FAA ORGANIZATION. I BELIEVE IN PLAYING THE CARDS I HAVE BEEN DEALT. MY TASK IS TO SET THE RIGHT GOALS AND MANAGE THE ORGANIZATION IN A WAY THAT WILL HELP IT REACH THOSE GOALS EFFICIENTLY. AT THE SAME TIME, I WILL NOT HESITATE TO FINE-TUNE THE ORGANIZATION, TO MAKE THE PERSONNEL AND STRUCTURAL CHANGES NEEDED TO GET THE JOB DONE MORE EFFECTIVELY AND EFFICIENTLY.

* CLEARLY, SAFETY MUST BE MY MAIN GOAL, AS IT MUST BE FOR ANY ADMINISTRATOR. I THINK THAT IS IMPORTANT FOR SUPPORT OFFICES TO KEEP IN MIND, THAT YOU ARE HERE AS A SUPPORT OFFICE TO HELP FURTHER THAT NUMBER ONE GOAL. TERRORISM AND DRUGS ARE TWO SPECIAL PROBLEMS THREATENING SAFETY AND WE MUST DO EVERYTHING TO MEET THESE THREATS AND CHALLENGES.

* MY SECOND GOAL CONCERNS THE PEOPLE OF THE FAA. AS I INDICATED EARLIER, OUR PERFORMANCE WILL DEPEND ON THE QUALITY OF OUR PEOPLE. WE NEED THE RIGHT PEOPLE, IN THE RIGHT NUMBERS AND IN THE RIGHT JOBS AND THIS GROUP IS CRUCIAL, ALONG WITH AHR, TO MAKING SURE WE GET THEM.

* IN THE PROCUREMENT AREA, MY GOAL IS TO INSTILL GREATER ECONOMY AND EFFICIENCY THROUGHOUT THE WHOLE PROCESS. I AM ALREADY DIRECTLY INVOLVED IN THE PROCESS AND AS WE FIND WEAKNESSESS IN THE STRUCTURE--WE WILL FIX THEM. HERE AGAIN, THIS GROUP, PARTICULARLY LOGISTICS AND ACCOUNTING, ARE VITAL TO IMPROVING OUR WHOLE PROCUREMENT PROCESS.

* MY GOAL ON THE BUDGET SIDE IS TO GET THE MONEY WE NEED TO ENSURE THAT AMERICA STAYS NUMBER ONE IN SAFETY. I WILL BE WORKING WITH THE ADMINISTRATION AND THE CONGRESS TO SEE THAT WE GET THE NECESSARY RESOURCES, BUT I CANNOT EXPRESSLY STRONGLY ENOUGH THE KEY ROLE THAT NICK STOER AND HIS PEOPLE HAVE TO PLAY IN THIS EFFORT.

* ANOTHER MAJOR GOAL--WHICH I WILL CALL OUTREACH--IS TO SET UP TWO-WAY COMMUNICATIONS WITH THE PEOPLE WHO RUN OUR AIR SYSTEM AND WITH THOSE WHO DEPEND ON IT--THE PILOTS, MECHANICS, PASSENGERS, TECHNICIANS, FBO OPERATORS, MANUFACTURERS, INDUSTRY GROUPS, AND ALL THE OTHERS. THEY'VE GOT THINGS ON THEIR MINDS. THEY SHOULD BE HEARD. AND I AM GOING TO MAKE SURE WE LISTEN.

* THE LAST GOAL I WANT TO MENTION IS FAA'S PARTICIPATION IN THE DEVELOPMENT OF A NATIONAL TRANSPORTATION POLICY. I THINK THE FAA SHOULD PLAY A MAJOR ROLE IN DEVELOPING THE AVIATION SIDE OF THE NATIONAL TRANSPORTATION POLICY. WE MUST TAKE THE LEAD; IT IS OUR RESPONSIBILITY. AND WE ARE GOING TO MAKE A SPECIAL EFFORT TO INCLUDE THE VIEWS OF AVIATION INTEREST GROUPS AROUND THE COUNTRY.

* AS YOU CAN SEE, THESE GOALS ARE VERY AMBITIOUS, BUT WE CAN GET THEM DONE. I HAVE BEEN IMPRESSED WITH THE PROFESSIONALISM AND QUALITY OF MANY FAA PEOPLE I HAVE WORKED WITH, SO I HAVE NO DOUBT WE CAN MEET THESE GOALS, IF WE WORK TOGETHER.

* NOW, I WILL BE HAPPY TO TAKE YOUR QUESTIONS....

REMARKS FOR JAMES B. BUSEY
ADMINISTRATOR, FEDERAL AVIATION
ADMINISTRATION
AVIATION SYSTEM CAPACITY TASK FORCE
WASHINGTON, DC
OCTOBER 12-~~13~~, 1989

Thank you Mr. Reilly

I AM PLEASED TO HAVE THE OPPORTUNITY
TO PARTICIPATE IN THE FIRST MEETING OF
THE ^{NEW} ~~RECONSTITUTED~~ AVIATION SYSTEM
^(formed as part of our Research & Development Advisory Council.)
CAPACITY TASK FORCE. THIS TASK FORCE IS
COMPOSED OF A DISTINGUISHED COLLECTION
OF PROFESSIONALS AND EXPERTS IN THE
FIELD OF AVIATION. THE FACT THAT WE HAVE
^(in this public meeting)
APPEARING BEFORE IT/TODAY SUCH AN
IMPRESSIVE ARRAY OF AIRLINE EXECUTIVES IS
AN INDICATION OF THE IMPORTANCE THAT THE
INDUSTRY PLACES ON THE TASK FORCE'S
WORK. I, TOO, AM EXCITED ABOUT THE WORK
THAT THE TASK FORCE WILL BE CHARGED TO
DO AND LOOK FORWARD TO OUR
ASSOCIATION TOGETHER.

SECRETARY SKINNER MENTIONED THAT THE FAA IS PREPARING TO EXPEDITE NOT ONLY AIRPORT DEVELOPMENT, BUT NEW AIRSPACE PROCEDURES, AIRSPACE DESIGN, PLANNING PROGRAMS, AND NEW SYSTEMS AND EQUIPMENT IN ORDER TO IMPROVE SYSTEM CAPACITY. I'D LIKE TO GIVE YOU SOME INSIGHT INTO HOW WE'RE GOING TO DO THAT:

FIRST, WE ^(ave)HAVE ^(ing)ESTABLISHED A NEW SYSTEM CAPACITY OFFICE AT THE FAA WHICH WILL FOCUS MORE ATTENTION INSTITUTIONALLY ON THE ISSUE. WE PLAN TO DOUBLE THE SIZE OF THE PREVIOUS AIRPORT CAPACITY OFFICE, AND TO INCREASE REPRESENTATION IN FAA REGIONS AS WELL. ~~TWENTY TWO~~ NEW CAPACITY POSITIONS WILL BE ^{identified}~~DISTRIBUTED~~ ⁱⁿ~~TO~~ FAA REGIONS ACCORDING TO THE ANTICIPATED LEVEL OF AIRPORT CAPACITY PROGRAM ACTIVITY. THOSE OFFICES WILL NOT ONLY BE CENTRALIZED ON PAPER BUT CENTRALIZED IN REALITY AND HELD ACCOUNTABLE FOR COORDINATING CAPACITY PROJECTS IN FAA REGIONS AND REPORTING ON PROGRESS. THE HEADQUARTERS LEVEL SYSTEM CAPACITY OFFICE WILL OVERSEE THE ACTIVITIES OF THE REGIONAL CAPACITY OFFICES AND WILL REPORT TO THE EXECUTIVE DIRECTOR ON THEIR STATUS AND ACTIVITY.

IN TERMS OF ORGANIZATIONAL STRUCTURE, THE NEW SYSTEM CAPACITY OFFICE WILL HAVE DIRECT INPUT TO THE EXECUTIVE DIRECTOR FOR SYSTEM DEVELOPMENT AND WILL CONDUCT PERIODIC CAPACITY PROGRAM UPDATES FOR ALL FAA EXECUTIVE DIRECTORS AND THE ADMINISTRATOR. WHILE THE OFFICE WILL BE LOCATED IN THE SYSTEM DEVELOPMENT ORGANIZATION, IT WILL WORK CLOSELY WITH ALL OTHER PARTS OF THE AGENCY. FOR EXAMPLE, THE CAPACITY OFFICE WILL SUBMIT REQUIREMENTS FOR AND HAVE BUDGET REVIEWS OF ALL RESEARCH, ENGINEERING AND DEVELOPMENT PROGRAMS; ALL FACILITIES AND EQUIPMENT PROGRAMS; AND ALL OPERATIONS PROGRAMS THAT IMPACT AVIATION SYSTEM CAPACITY. IT WILL SERVE TO BRIDGE THE ENTIRE ORGANIZATIONAL STRUCTURE BY FUNCTIONING AS THE EXECUTIVE SECRETARIAT FOR FAA'S EXECUTIVE COMMITTEE.

AS A FURTHER EXAMPLE OF THE COORDINATION THAT WILL OCCUR BETWEEN THE SYSTEM CAPACITY OFFICE AND THE REST OF THE FAA, THAT OFFICE WILL ^{head up} ~~SERVE AS CHAIRMAN OF THE CAPACITY COORDINATING COMMITTEE~~ - AN INTERNAL FAA GROUP OF ASSOCIATE ADMINISTRATORS AND OFFICE DIRECTORS INVOLVED IN CAPACITY PROGRAMS. ^{This group} ~~THE CAPACITY COORDINATING COMMITTEE~~ WILL BE CHARGED WITH ESTABLISHING REQUIREMENTS AND TRACKING PROGRESS OF CAPACITY PROJECTS.

I THINK THAT ONE OF THE MOST IMPORTANT FUNCTIONS OF THE FAA'S SYSTEM CAPACITY OFFICE IS THAT IT WILL SERVE AS THE LIAISON OFFICE BETWEEN THE FAA AND ^(This) ~~YOUR~~ TASK FORCE. THIS IS CRITICAL BECAUSE IT WILL GIVE US A FORMAL, DIRECT LINK WITH THOSE OF YOU INTIMATELY INVOLVED IN SYSTEM DEVELOPMENT, PLANNING, AND OPERATION.

THERE ARE OTHER STEPS THAT THE FAA MUST TAKE TO IMPROVE ACCOUNTABILITY OF PROJECTS AND PROGRAMS. WE ^{10/11}~~NEED TO~~ EXPAND AND STRENGTHEN OUR INTERNAL PLANNING DOCUMENTS. FOR EXAMPLE, THE AIRPORT CAPACITY ENHANCEMENT PLAN PUBLISHED THIS YEAR OUTLINES DOZENS OF CAPACITY PROGRAMS AND HUNDREDS OF CAPACITY PROJECTS. NATIONWIDE, THERE ARE THOUSANDS OF PEOPLE INVOLVED IN AVIATION CAPACITY PROGRAMS AND PROJECTS. ALL TOO OFTEN, ACCOUNTABILITY FOR PROGRESS IS LOST IN THE SHUFFLE. WE PLAN TO BROADEN THE SCOPE OF THE EXISTING PLAN SO THAT THIS DOESN'T HAPPEN. IN THE FUTURE, THE AIRPORT CAPACITY ENHANCEMENT PLAN WILL BECOME KNOWN AS THE SYSTEM CAPACITY ENHANCEMENT PLAN. AND THE NAME CHANGE WILL NOT BE PURELY COSMETIC -- WE MEAN SYSTEM CAPACITY ENHANCEMENT PLAN.

These are
~~I HAVE CITED~~ JUST SOME EXAMPLES OF
HOW THE FAA IS CHANGING ITS WAY OF DOING
BUSINESS ON THE CAPACITY ISSUE. I AM
EXCITED ABOUT THE PROSPECTS FOR THE
FUTURE, AND I AM ENCOURAGED BY THE
LEVEL OF INTEREST AND SUPPORT THAT WE
ARE SEEING HERE TODAY. THE CHALLENGE
FOR YOU AS TASK FORCE MEMBERS IS
GREAT. THROUGH YOUR ADVISE AND
GUIDANCE WE CAN TOGETHER SOLVE THE
PROBLEMS OF THE FUTURE.

*I am anxious to hear the inputs of
this distinguished group of executives this
morning, so let's proceed, Mr. Chairman.*

TALKING POINTS
ADMIRAL JAMES B. BUSEY
ADMINISTRATOR, FEDERAL AVIATION ADMINISTRATION
ENO FOUNDATION
PANEL ON NATIONAL TRANSPORTATION POLICY INITIATIVES
OCTOBER 18, 1989

(Assumes previous speakers have discussed the process and
its structure)

- o THE FAA HAS TAKEN A STRONG ROLE IN THE PROCESS FROM
THE START
 - THE FAA CHAIRS THE INTERCITY PASSENGER CLUSTER
GROUP
 - FAA IS ON ALL BUT ONE CLUSTER GROUP
 - WE'VE PROVIDED STAFF FOR THE WORKING GROUP THAT
IS PULLING THE WHOLE PROCESS TOGETHER
 - IN ADDITION, I AND MY COLLEAGUES HERE ARE
MEMBERS OF THE TOP MANAGEMENT GROUP THAT WILL
WORK DIRECTLY WITH THE SECRETARY ON THE
NATIONAL TRANSPORTATION POLICY

o THE FAA WILL BENEFIT GREATLY FROM THE PROCESS

- WE WILL USE THE OUTREACH RESULTS IN OUR OWN STRATEGIC PLANNING
- THE PROCESS HAS MADE US TAKE A MORE INTERMODAL PERSPECTIVE
- WE ARE FORGING COOPERATIVE BONDS WITH THE OTHER MODES AND WITH THE OFFICE OF THE SECRETARY
- WHEN THE NATIONAL TRANSPORTATION POLICY IS SET, ALL MODES WILL HAVE A FRAMEWORK FOR MOVING FORWARD IN UNISON, RATHER THAN AS FRICTIONAL, FEUDING FIEFDOMS

o THE FAA HAS A NUMBER OF INTERESTS AND CONCERNS THAT WE WANT ADDRESSED IN THE NATIONAL TRANSPORTATION POLICY

o THE FIRST IS NOISE, ESPECIALLY AVIATION NOISE

- COMMUNITY CONCERN OVER NOISE IS THE NUMBER ONE OBSTACLE TO INCREASING AIRPORT CAPACITY
- IN THE ABSENCE OF STRONG FEDERAL LEADERSHIP, LOCAL COMMUNITIES ARE ENACTING A CONFUSING WELTER OF REGULATIONS THAT OFTEN UNDULY RESTRICT CAPACITY AND INTERSTATE COMMERCE

- WE NEED A STRONG NATIONAL NOISE POLICY -- ONE THAT IS UNIFORM, FAIR, EASILY TO UNDERSTAND AND TO APPLY -- ONE THAT BALANCES LOCAL CONCERNS WITH THE NATIONAL NEED FOR ACCESS AND MOBILITY
- IT SHOULD BE BASED ON THE FOLLOWING PRINCIPLES:
 - * EARLY PHASEOUT OF STAGE 2 AIRCRAFT
 - * LIMITATION ON LOCAL ABILITY TO RESTRICT OPERATIONS BY TIME OF DAY, FREQUENCY, AND TYPE OF AIRCRAFT
 - * MORE EFFECTIVE TOOLS TO ENSURE COMPATIBLE LAND USE AROUND AIRPORTS
- THE FEDERAL GOVERNMENT CANNOT AND SHOULD NOT DICTATE THE SAME SOLUTION FOR EVERY LOCATION -- BUT IT CAN AND MUST ENSURE THAT OUR AVIATION SYSTEM WORKS IN THE NATIONAL INTEREST AS A NATIONAL NETWORK
- o WE NEED TO INVEST SIGNIFICANT FUNDS TO MODERNIZE AND EXPAND THE AVIATION SYSTEM -- FUNDING IS OBVIOUSLY A KEY CONCERN
- WE HAVE TO BE FRANK IN POINTING OUT THE NEED FOR MORE FUNDING TO MEET AMERICA'S TRANSPORTATION NEEDS

- MUST HELP CREATE WIDER RECOGNITION THAT THE FEDERAL GOVERNMENT CANNOT DO IT ALL -- THERE MUST BE A PARTNERSHIP AMONG ALL LEVELS OF GOVERNMENT AND THE PRIVATE SECTOR
- NEED TO DEVELOP NEW, INNOVATIVE METHODS FOR FINANCING. THIS MIGHT INCLUDE A REVIEW OF THE TAX CODE, CONSIDERING NEW PROGRAMS SUCH AS LOANS OR LOAN GUARANTEES, AND ELIMINATING CURRENT RESTRICTIONS ON SELF-FINANCING MECHANISMS
- WE NEED MORE FLEXIBLE FUNDING TO MEET OUR NEEDS, TO LINK MODES TOGETHER INTO INTEGRATED TRANSPORTATION SERVICES, AND TO PROVIDE NEW TECHNOLOGIES SUCH AS HIGH SPEED RAIL AND TILTROTOR, THAT CAN EASE CONGESTION AT LOWER COST AND WITH LESS ENVIRONMENTAL HARM THAN BUILDING NEW AIRPORTS AND HIGHWAYS
- AT THE SAME TIME, WE MUST PROTECT THE ABILITY OF THE AVIATION AND HIGHWAY TRUST FUNDS TO MEET THE NEEDS OF THOSE MODES

- o SEEING THAT ESSENTIAL AIR SERVICE IS PROVIDED TO SMALL COMMUNITIES IS ANOTHER CONCERN

- WE MUST ASSURE THAT SMALL AND MEDIUM-SIZED COMMUNITIES CONTINUE TO BE SERVED
- WE ALSO MUST CONTINUALLY EVALUATE WHEN AND WHERE SUBSIDIES ARE OR ARE NOT REQUIRED FOR SUCH SERVICE

- o ANOTHER CONCERN IS CAPACITY AND ASSURING AIRSPACE AVAILABILITY TO ALL USERS

- CAPACITY SHOULD BE EXPANDED WHEREVER POSSIBLE
 - REGULATING CAPACITY SHOULD BE A LAST RESORT
- WHERE CAPACITY MUST BE REGULATED, WE NEED CRITERIA FOR WHEN AND HOW TO DO IT AND HOW TO MINIMIZE ADVERSE EFFECTS
- WE SHOULD TRY NEVER TO RESTRICT ACCESS TO FACILITIES WITHOUT OFFERING WORKABLE ALTERNATIVES

- o THE FEDERAL GOVERNMENT ALSO NEEDS TO TAKE A LARGER R&D
ROLE
 - TO HELP DEVELOP AND PROMOTE NEW TECHNOLOGY
 - TO HELP EMPHASIZE HUMAN FACTORS RESEARCH AND
APPLICATION
- o FINALLY, SAFETY AND SECURITY MUST BE FUNDAMENTAL
CONSIDERATIONS IN THE NATIONAL TRANSPORTATION POLICY
 - THE FAA NEEDS SUPPORT IN ITS EXTENSIVE EFFORTS
TO ASSURE THE SAFETY OF AIR TRAVELERS
 - THE NATIONAL TRANSPORTATION POLICY SHOULD ALSO
STRENGTHEN SAFETY FOR OTHER MODES, ESPECIALLY
AUTOMOBILES
 - THE DEPARTMENT MUST FIGHT THE SCOURGE OF DRUGS
AND WORK FOR A DRUG- AND ALCOHOL-FREE
TRANSPORTATION SYSTEM
- o THE FAA LOOKS FORWARD TO A STRONG NATIONAL
TRANSPORTATION POLICY THAT ADDRESSES ALL OF THESE AREAS
- o WE, IN TURN, WILL FOLLOW UP WITH OUR OWN NATIONAL
AVIATION POLICY THAT BUILD'S ON THE SECRETARY'S WORK
AND APPLIES IT DIRECTLY TO AVIATION

- o BEING AN EFFECTIVE ADVOCATE AND PROMOTER OF EXCELLENCE IN TRANSPORTATION MAY BE ONE OF THE MOST IMPORTANT CONTRIBUTIONS THE POLICY CAN PROVIDE. THAT WOULD BE A DIFFERENT ATTITUDE FROM WHAT WE EXPECT FROM THE FEDERAL GOVERNMENT. I BELIEVE THE SECRETARY WILL PROMOTE AND EXPECT EXCELLENCE IN ALL SEGMENTS OF TRANSPORTATION. I CERTAINLY WILL BE AN ADVOCATE FOR AVIATION EXCELLENCE AND THE LINKING OF AVIATION WITH OTHER MODES.

REMARKS BY
ADMINISTRATOR JAMES B. BUSEY
FEDERAL AVIATION ADMINISTRATION
FOR THE-1989 GENERAL AVIATION
INDUSTRY AWARDS PROGRAM

AVIATION MAINTENANCE TECHNICIAN
OF THE YEAR AWARD REMARKS.

THE WINNER OF THE AVIATION
MAINTENANCE TECHNICIAN OF THE YEAR
AWARD UNDERSTANDS THE IMPORTANCE OF
REACHING BEYOND HIS IMMEDIATE
SURROUNDINGS TO WORK EFFECTIVELY.

THE AVIATION MAINTENANCE TECHNICIAN
OF THE YEAR AWARD GOES TO MR. DWIGHT
DEAN LAW OF LAKESIDE AVIATION, INC.,
MCHENRY, MARYLAND. DWIGHT, WOULD YOU
PLEASE COME UP AND JOIN ME HERE AT THE
PODIUM.

DWIGHT IS AN AVIATION MAINTENANCE TECHNICIAN WITH OVER 21 YEARS OF MAINTENANCE EXPERIENCE ON GENERAL AVIATION AIRCRAFT. HE UNDERSTANDS VERY WELL THE IMPORTANCE OF CONSISTENCY IN GENERAL AVIATION MAINTENANCE, AND HIS EFFECTIVENESS HAS BEEN REFLECTED THROUGHOUT HIS CAREER AS A MAINTENANCE TECHNICIAN.

DWIGHT'S MAINTENANCE REPUTATION IS ONLY EXCEEDED BY HIS KNOWLEDGE OF AIRCRAFT SYSTEMS REPAIR PROCEDURES, AND HIS INTENSE COMMITMENT TO GENERAL AVIATION SAFETY.

I WAS IMPRESSED WITH DWIGHT'S RECENT INVENTION THAT CONTRIBUTES TO THE FIELD OF AVIATION SAFETY.

DWIGHT HAS DESIGNED, BUILT, AND PATENTED AN AIRCRAFT BATTERY WHICH IS DESIGNED TO STOP CURRENT FLOW AFTER THE BATTERY IS SUBJECTED TO IMPACT. A SAFETY FEATURE LIKE THAT WILL HELP SAVE LIVES AND PROPERTY LOST DUE TO POST CRASH ELECTRICAL FIRES.

(READ THE PLAQUE)

"IN RECOGNITION OF A HIGH LEVEL OF PROFESSIONALISM AND EXCELLENCE IN THE PERFORMANCE OF MAINTENANCE AND CONTRIBUTING TO SAFETY IN GENERAL AVIATION."

IT IS MY SINCERE HONOR TO PRESENT TO
MR. DWIGHT DEAN LAW, THE 1989
MAINTENANCE TECHNICIAN OF THE YEAR
NATIONAL AWARD.

CONGRATULATIONS, DWIGHT.

BOTH OF THESE MEN ARE VERY DESERVING
AWARD WINNERS, AND WE ARE DELIGHTED TO
BE ABLE TO HONOR YOU TODAY IN
RECOGNITION OF A HIGH LEVEL OF
PROFESSIONALISM AND EXCELLENCE IN THE
PERFORMANCE OF MAINTENANCE AND
CONTRIBUTION TO SAFETY IN GENERAL
AVIATION.

TALKING POINTS
ADMIRAL JAMES B. BUSEY
ADMINISTRATOR, FAA
ENO FOUNDATION
PANEL ON NATIONAL TRANSPORTATION
POLICY INITIATIVES
OCTOBER 18, 1989

(ASSUMES PREVIOUS SPEAKERS HAVE
DISCUSSED THE PROCESS AND ITS
STRUCTURE)

- * THE FAA HAS TAKEN A STRONG ROLE IN THE
PROCESS FROM THE START
 - THE FAA CHAIRS THE INTERCITY
PASSENGER CLUSTER GROUP
 - FAA IS ON ALL BUT ONE CLUSTER GROUP
 - WE'VE PROVIDED STAFF FOR THE
WORKING GROUP THAT IS PULLING THE
WHOLE PROCESS TOGETHER

- IN ADDITION, I AND MY COLLEAGUES
HERE ARE MEMBERS OF THE TOP
MANAGEMENT GROUP THAT WILL WORK
DIRECTLY WITH THE SECRETARY ON
THE NATIONAL TRANSPORTATION
POLICY

* THE FAA WILL BENEFIT GREATLY FROM THE
PROCESS

- WE WILL USE THE OUTREACH RESULTS
IN OUR OWN STRATEGIC PLANNING
- THE PROCESS HAS MADE US TAKE A
MORE INTERMODAL PERSPECTIVE
- WE ARE FORGING COOPERATIVE BONDS
WITH THE OTHER MODES AND WITH THE
OFFICE OF THE SECRETARY

- WHEN THE NATIONAL TRANSPORTATION POLICY IS SET, ALL MODES WILL HAVE A FRAMEWORK FOR MOVING FORWARD IN UNISON, RATHER THAN AS FRICTIONAL, FEUDING FIEFDOMS
- * THE FAA HAS A NUMBER OF INTERESTS AND CONCERNS THAT WE WANT ADDRESSED IN THE NATIONAL TRANSPORTATION POLICY
- * THE FIRST IS NOISE, ESPECIALLY AVIATION NOISE
 - COMMUNITY CONCERN OVER NOISE IS THE NUMBER ONE OBSTACLE TO INCREASING AIRPORT CAPACITY
 - IN THE ABSENCE OF STRONG FEDERAL LEADERSHIP, LOCAL COMMUNITIES ARE ENACTING A CONFUSING WELTER OF REGULATIONS THAT OFTEN UNDULY RESTRICT CAPACITY AND INTERSTATE COMMERCE

- WE NEED A STRONG NATIONAL NOISE POLICY -- ONE THAT IS UNIFORM, FAIR, EASY TO UNDERSTAND AND TO APPLY -- ONE THAT BALANCES LOCAL CONCERNS WITH THE NATIONAL NEED FOR ACCESS AND MOBILITY
- IT SHOULD BE BASED ON THE FOLLOWING PRINCIPLES:
 - * EARLY PHASEOUT OF STAGE 2 AIRCRAFT
 - * LIMITATION ON LOCAL ABILITY TO RESTRICT OPERATIONS BY TIME OF DAY, FREQUENCY, AND TYPE OF AIRCRAFT
 - * MORE EFFECTIVE TOOLS TO ENSURE COMPATIBLE LAND USE AROUND AIRPORTS

- THE FEDERAL GOVERNMENT CANNOT AND SHOULD NOT DICTATE THE SAME SOLUTION FOR EVERY LOCATION -- BUT IT CAN AND MUST ENSURE THAT OUR AVIATION SYSTEM WORKS IN THE NATIONAL INTEREST AS A NATIONAL NETWORK

* WE NEED TO INVEST SIGNIFICANT FUNDS TO MODERNIZE AND EXPAND THE AVIATION SYSTEM -- FUNDING IS OBVIOUSLY A KEY CONCERN

- WE HAVE TO BE FRANK IN POINTING OUT THE NEED FOR MORE FUNDING TO MEET AMERICA'S TRANSPORTATION NEEDS
- MUST HELP CREATE WIDER RECOGNITION THAT THE FEDERAL GOVERNMENT CANNOT DO IT ALL -- THERE MUST BE A PARTNERSHIP AMONG ALL LEVELS OF GOVERNMENT AND THE PRIVATE SECTOR

- NEED TO DEVELOP NEW, INNOVATIVE METHODS FOR FINANCING. THIS MIGHT INCLUDE A REVIEW OF THE TAX CODE, CONSIDERING NEW PROGRAMS SUCH AS LOANS OR LOAN GUARANTEES, AND ELIMINATING CURRENT RESTRICTIONS ON SELF-FINANCING MECHANISMS
- WE NEED MORE FLEXIBLE FUNDING TO MEET OUR NEEDS, TO LINK MODES TOGETHER INTO INTEGRATED TRANSPORTATION SERVICES, AND TO PROVIDE NEW TECHNOLOGIES SUCH AS HIGH SPEED RAIL AND TILTROTOR, THAT CAN EASE CONGESTION AT LOWER COST AND WITH LESS ENVIRONMENTAL HARM THAN BUILDING NEW AIRPORTS AND HIGHWAYS
- AT THE SAME TIME, WE MUST PROTECT THE ABILITY OF THE AVIATION AND HIGHWAY TRUST FUNDS TO MEET THE NEEDS OF THOSE MODES

* SEEING THAT ESSENTIAL AIR SERVICE IS PROVIDED TO SMALL COMMUNITIES IS ANOTHER CONCERN

- WE MUST ASSURE THAT SMALL AND MEDIUM-SIZED COMMUNITIES CONTINUE TO BE SERVED
- WE ALSO MUST CONTINUALLY EVALUATE WHEN AND WHERE SUBSIDIES ARE OR ARE NOT REQUIRED FOR SUCH SERVICE

* ANOTHER CONCERN IS CAPACITY AND ASSURING AIRSPACE AVAILABILITY TO ALL USERS

- CAPACITY SHOULD BE EXPANDED WHEREVER POSSIBLE -- REGULATING CAPACITY SHOULD BE A LAST RESORT

- WHERE CAPACITY MUST BE REGULATED, WE NEED CRITERIA FOR WHEN AND HOW TO DO IT AND HOW TO MINIMIZE ADVERSE EFFECTS
- WE SHOULD TRY NEVER TO RESTRICT ACCESS TO FACILITIES WITHOUT OFFERING WORKABLE ALTERNATIVES

THE FEDERAL GOVERNMENT ALSO NEEDS TO TAKE A LARGER R&D ROLE

- TO HELP DEVELOP AND PROMOTE NEW TECHNOLOGY
 - TO HELP EMPHASIZE HUMAN FACTORS RESEARCH AND APPLICATION
- * FINALLY, SAFETY AND SECURITY MUST BE FUNDAMENTAL CONSIDERATIONS IN THE NATIONAL TRANSPORTATION POLICY

- THE FAA NEEDS SUPPORT IN ITS EXTENSIVE EFFORTS TO ASSURE THE SAFETY OF AIR TRAVELERS
 - THE NATIONAL TRANSPORTATION POLICY SHOULD ALSO STRENGTHEN SAFETY FOR OTHER MODES, ESPECIALLY AUTOMOBILES
 - THE DEPARTMENT MUST FIGHT THE SCOURGE OF DRUGS AND WORK FOR A DRUG- AND ALCOHOL-FREE TRANSPORTATION SYSTEM
-
- * THE FAA LOOKS FORWARD TO A STRONG NATIONAL TRANSPORTATION POLICY THAT ADDRESSES ALL OF THESE AREAS
 - * WE, IN TURN, WILL FOLLOW UP WITH OUR OWN NATIONAL AVIATION POLICY THAT BUILDS ON THE SECRETARY'S WORK AND APPLIES IT DIRECTLY TO AVIATION

- * BEING AN EFFECTIVE ADVOCATE AND PROMOTER OF EXCELLENCE IN TRANSPORTATION MAY BE ONE OF THE MOST IMPORTANT CONTRIBUTIONS THE POLICY CAN PROVIDE. THAT WOULD BE A DIFFERENT ATTITUDE FROM WHAT WE EXPECT FROM THE FEDERAL GOVERNMENT. I BELIEVE THE SECRETARY WILL PROMOTE AND EXPECT EXCELLENCE IN ALL SEGMENTS OF TRANSPORTATION. I CERTAINLY WILL BE AN ADVOCATE FOR AVIATION EXCELLENCE AND THE LINKING OF AVIATION WITH OTHER MODES.

THE SECRETARY'S
22ND ANNUAL AWARDS CEREMONY
FAA ADMINISTRATOR'S RECEPTION
OCTOBER 19, 1989
8:00 - 9:00 A.M.

I AM GLAD TO HAVE THE OPPORTUNITY TO
MEET WITH YOU BEFORE THE FORMAL
AWARDS CEREMONY AT THE DEPARTMENTAL
AUDITORIUM TO CONVEY MY
CONGRATULATIONS AND TO EXTEND MY
PERSONAL THANKS FOR THE WORK YOU'VE
DONE ON BEHALF OF ALL OF US.

THE LIST OF AWARDS WINNERS IS TRULY IMPRESSIVE AND YOUR ACHIEVEMENTS NO LESS SO. I WAS PARTICULARLY GRATIFIED TO SEE THE DISTRIBUTION OF THESE AWARDS--27 FROM THE REGIONS AND FOUR FROM WASHINGTON HEADQUARTERS. I HAVE BEEN TRAVELING AROUND TO THE VARIOUS REGIONS AND FACILITIES THROUGHOUT THE COUNTRY, AND I HAVE BEEN MOST IMPRESSED WITH THE PROFESSIONALISM AND DEDICATION OF THE FAA WORKFORCE. SO, IT IS GOOD TO SEE THIS QUALITY WORK BEING RECOGNIZED.

I ALSO WANT TO EXPRESS MY APPRECIATION TO THE FAMILY MEMBERS AND FRIENDS WHO ARE HERE TODAY. I AM WELL AWARE OF THE ROLE THAT FAMILIES AND FRIENDS PLAY IN OUR LIVES--THE SUPPORT THEY PROVIDE, THE SACRIFICES THEY MAKE FOR OUR CAREERS. SO IT'S ONLY FITTING THAT THEY SHOULD BE HERE TO SHARE IN SOME OF THE GLORY AS WELL.

SO, AGAIN THANKS FROM ALL OF US. I HOPE YOUR STAY IN WASHINGTON IS A PLEASANT ONE. IF THERE IS ANYTHING WE CAN DO FOR YOU WHILE YOU'RE HERE, JUST LET US KNOW.

AOPA AND THE FAA:
PARTNERS FOR STRONGER GENERAL AVIATION
ADMIRAL JAMES B. BUSEY, ADMINISTRATOR
FEDERAL AVIATION ADMINISTRATION
BEFORE THE AOPA ANNUAL CONVENTION
ORLANDO, FLORIDA
OCTOBER 20, 1989

Thank you very much. It's great to be with you today.

All of you are to be congratulated on this 50th anniversary. Your zest for the art and science of flight has helped make American aviation the world leader it is today.

As Secretary of Transportation Sam Skinner wrote in the anniversary issue of the AOPA PILOT, your organization is the recognized "champion for the interests of general aviation pilots and aircraft owners..." And that, I think, explains the continuing growth and strength of the AOPA, with more than 280,000 members today and still climbing.

If you're like me, you get kind of tired of hearing about the demise of general aviation in America. I just wish that the people who think that way could have been with me at Oshkosh last summer, or the National Business Aircraft Association convention three weeks ago, or here today. And I am sure that Sun 'n' Fun in Lakeland next spring will be a resounding success.

Sure general aviation has some real problems -- and I'll have more to say about that in a moment -- but it's not on its death bed. We can't write the obituaries yet.

Today, I want to speak very frankly. We all know that the AOPA and the FAA have had their differences. No doubt we will have differences in the future, too.

But I believe the time has come for us to become partners in achieving a common goal -- the goal of not just preserving general aviation in this country but of making it even stronger in the years ahead.

I think we ought to start by taking note of our common interests. And there are many.

The FAA is investing billions of dollars to modernize America's air transport system and, to some of you, it may seem like most of that money is going to help the airlines.

Of course they will be the prime initial beneficiaries of many major projects -- like the new Denver superport or the satellite Global Positioning System. But it's equally true that there will be a lot of benefits from these projects for everyone in the system -- general aviation as well as the airlines.

Whenever we improve an airport or build a new one, for example, we'll raise system capacity -- and that will make more room for everyone, small planes as well as large.

The same thing goes for advanced technology. Many general aviation pilots see no benefit for themselves from such things as the Global Positioning System, or the microwave landing system, or digital datalink communications.

But think about it for a moment. Everyone will benefit when new technology speeds the flow of traffic, both enroute and in and out of our airports.

With MLS, for example, we'll be able to move more planes through our airports in a given period of time -- and that will mean more room for everyone, including planes that don't have MLS.

Once datalink goes into use on the airlines, our controllers will have more time for pilots and planes that don't have datalink. You may hear the words "stand by" far less often.

Now those are just a few examples of how the technological improvements we're making will help just about every plane and pilot. There's no question that general aviation will share in the benefits as we move forward with our modernization program.

But, even with the benefits that will flow from our modernization programs, I'm still concerned about the future of general aviation in this country, as you must be, too. It's not nearly as strong as it should be, not nearly as strong as anyone would have thought just a few years ago.

Let me give you a few facts.

Eight years ago, the number of pilots reached an all-time high of 825,000. Today it stands at about 694,000, a decline of more than 130,000.

The number of private pilots declined from 357,000 in 1980 to about 300,000 today. And the number of student pilots went down from 210,000 to about 137,000.

Our manufacturers delivered an all-time high of nearly 18,000 new general aviation aircraft in 1978. Last year, they delivered a sickly total of just over 1100. We expect the number of active single engine piston planes to decline from about 171,000 today to 162,000 by the turn of the century.

Those numbers don't paint a reassuring picture.

I'm also concerned about what I saw at Oshkosh -- or rather by what I didn't see. I didn't see many young people there.

I hope that doesn't mean what I think it means, which is that aviation is no longer attracting young people. We don't want flying to become the exclusive preserve of we middle aged and older types. There's nothing wrong with experienced people, of course. But we also need the young folks who are eager to crowd the rest of us out.

I checked the statistics and, sure enough, the average age of American pilots is creeping up.

So it looks to me like we've got a job to do. We've got to make sure that general aviation doesn't stagnate. We just can't let the foundation of American aviation crumble.

And when I say "we" I mean all of us. The FAA can't do it alone. All of the major aviation user groups and the FAA must work together. And that's why I want to start building a better partnership with all of you.

Now where do we start this work of getting general aviation back on the road to growth? Well, obviously, one of the great negatives today is the cost of learning to fly and the cost of getting and keeping a plane.

You all know the story. The cost of planes is up. The cost of operating, maintaining, and insuring a plane is up. The cost of learning to fly is up. Everything is up. And that's the single greatest threat to general aviation's future.

If there's one thing that concerns all of us in general aviation, it's got to be the cost of flying today. Surely it's the major reason for all of those declining numbers I just cited.

But what can we do to hold the cost of flying down?

Well, the FAA has done a couple of things in recent months that should help a lot.

One is the new recreational pilot's license which we think will cut over 1,800 dollars from the cost of learning to fly, compared to the cost of getting a private ticket. That saving could bring in up to 8,000 new students a year.

The other thing we did was to take seriously the joint petition from your organization and the Experimental Aircraft Association for a new category of Primary aircraft that will be easier to certificate, build, buy, and maintain.

We think this proposal will stimulate the development of new personal aircraft. And it certainly offers the potential of reducing the cost of flying.

Not only will the recreational pilot's license reduce the cost of learning to fly, but it should also have a kind of ripple effect, which will help strengthen general aviation.

It will give a lot of people a chance to experience the love of flying first hand, and many of them will want to learn more. So they'll go to the next step and get a private ticket. And then some of them will go on and take some instrument training.

Now some people were worried about the safety of this new license. But I'm not worried about it. I'm sure it'll prove to be safe.

After all, safety depends to a large extent on the quality of flight instruction that these people get. The burden is on the professional flight instructor. We've got a lot of good ones out there, and we're working to give them even better training tools.

Pilot error is a factor in 88 percent of general aviation accidents. I know we can do better. The primary route to better pilot performance, of course, will be better training all down the line.

And that's why we're currently reviewing all of the regulations covering the training and certification of pilots and instructors. Those regulations have remained largely unchanged for many years.

So we're doing the most thorough analysis that's ever been done concerning what knowledge and skills a pilot really needs in order to fly safely in today's operating environment.

We are getting answers to a whole series of questions. When we finish, we'll have facts. And then we'll know exactly what changes to recommend in our training requirements for each certificate.

Maybe we'll put greater emphasis on stall/spin avoidance. Maybe we'll try to put more emphasis on the role of good judgment in flying. It's too early to say exactly what revisions we'll want, but I'm sure there will be changes -- and I'm confident they'll help improve our safety performance.

We're also beefing up our human factors research to find better ways to identify and correct the factors that lead to pilot errors.

And we've revised FAR Part 91, the general operating and flight rules, to make them simpler and easier for pilots to understand and use.

Now if we're really going into partnership, we've got to make sure we're really communicating with each other. And that goes for all of our aviation user groups. We've got to communicate effectively with each other -- not just when we have problems, but before problems arise. Right now, that's not happening enough.

I know that the FAA is often perceived as turning a deaf ear to the concerns of some aviation groups. A number of people have told me that they don't have enough opportunity to give us the benefit of their views. And when they do comment on a proposed rule or some other issue, it seems like we don't pay attention.

Well, let me just hit this point hard: That's got to be changed.

I'm taking a hard look at this whole question of how the FAA does its rulemaking. Quite frankly, I think it's absurd that it takes a year-and-a-half to get a rule changed or a new rule added. There's got to be a better way. We've got to move the process faster.

And I also want to build in a way that gives those who comment on a proposed rule an opportunity to see and review the comments from other groups and comment on those comments. I think we can do that.

Most important of all, I'm determined to open up better two-way communications with the people who run our air system and with those who depend on it -- the pilots, mechanics, passengers, technicians, FBO operators, manufacturers, industry groups, the aviation lovers, and all the others. They've got good ideas, and they deserve to be heard. And we should be listening.

As a public organization, it's very important that the FAA give these folks clear evidence that we are listening and that we are acting on their proposals when appropriate. To do that, we've got to go out and talk directly with these people and hear their concerns first hand.

I'm especially concerned that we reach out to general aviation. That was one reason why I went to Oshkosh this summer. That was my first time there, and I was very impressed by the vitality of the general aviation community.

One of the messages that came through loud and clear in my talks with the pilots and others at Oshkosh was that perhaps the FAA has gone too strongly towards compliance and enforcement of procedures to the detriment of aviation safety.

There's a feeling among pilots that the FAA focuses too much on punishing violators and not enough on helping pilots fly more safely. The perception is that we are more concerned with enforcing regulations than we are in working with private and business pilots, that we go too far in handing out severe punishment for minor offenses.

I want to change that.

But I can't change anything until I have the facts. To get the facts, I kicked off a top-to-bottom review of our general aviation compliance and enforcement practices. The review is focused strictly on general aviation.

It's a team effort involving people from all of the major general aviation groups, including your own organization. These people are serving as team members throughout the review, from start to finish. They're there not only to give us information and ideas but also to ensure that the review is thorough and objective.

To get the facts we need, we're holding listening sessions around the country where pilots, FBOs, and others can tell us what's on their minds. I'm glad to say that we had one of these sessions here at this convention earlier today.

Believe me, we're serious about this. We need the facts to back up the story I've been hearing that the FAA is insensitive to the public's inputs, specifically inputs from general aviation.

It's really hard to know exactly what emphasis to put on these activities. The fact is that we're where we are today because people a few years ago complained of unequal, non-standard application of the compliance and enforcement rules.

So Don Engen tightened it up and standardized it nationwide. And now we're seeing the results of that -- people complaining that we're too tough, too enforcement minded.

We've got to be very careful how we back away from it. There's no way we can instill the wisdom of Solomon in all of our inspectors out there. But I do think we've restricted their flexibility too much, and that's what we've got to back away from.

Once we get all the facts pulled together towards the end of the year, I can guarantee that you'll be seeing changes in the FAA's compliance and enforcement activities.

John Baker wrote in the recent issue of your magazine that we need to put a high priority on (and I quote) "finding a position for all segments of general aviation in the evolving aviation systems ... that there has to be a place in the system for those people for whom flying is an avocation, who look to it for pleasure and sport, as well as for those who use it for business or personal transportation." (end of quote.)

Well, let me tell you, I couldn't agree more. American aviation is big. There are many groups, many interests. And there's got to be room for all of them.

My job, as the head of the FAA, is to work with all of these groups, and the people in them, in a spirit of cooperation and harmony. And I intend to do just that.

As I said in the beginning, we all share a common goal -- to ensure the continued strength and leadership of American aviation. In serving that national interest, we will be serving our own personal interests as well.

So I hope you'll join me in the work of ensuring that general aviation gains in strength and stature in the years ahead.

Finally, I'm happy to have this opportunity to present to John Baker a proclamation signed by Secretary of Transportation Sam Skinner, myself, and representatives of all the major aviation industry groups pledging our support for the AOPA's Neighborhood Watch Program.

This Program enlists the cooperation of everyone in aviation to help stamp out illegal drug activity. There is simply no place for illegal drug use anywhere in aviation. There's just no debate about that. And we are pleased to be partners with the AOPA in this vital effort.

DRAFT TALKING POINTS
FOR ADMINISTRATOR BUSEY
FEDERAL MANAGERS ASSOCIATION
- ATLANTA, GEORGIA
OCTOBER 21, 1989

- * I AM PLEASED TO HAVE THIS OPPORTUNITY TO SPEND SOME TIME WITH YOU THIS AFTERNOON. WHENEVER I GET A CHANCE, I LIKE TO MEET WITH THE FAA PEOPLE OUT ON THE FIRING LINE. I MUST TELL YOU HOW IMPRESSED I AM WITH THE QUALITY AND COMMITMENT OF THE FAA WORKFORCE.
- * YOU HAVE HAD A PART TO PLAY IN MAKING AMERICAN AVIATION THE BEST IN THE WORLD. THIS IS NOT JUST SPEECH PAP. I TRULY BELIEVE THIS, AND WE ALL NEED TO KEEP THAT IN PERSPECTIVE AS WE STRUGGLE WITH DAY-TO-DAY ISSUES AND PROBLEMS.

- * I WANT TO ALLOW SOME TIME FOR YOU TO TELL ME WHAT'S ON YOUR MINDS. BEFOREHAND, THOUGH, LET ME TAKE A FEW MINUTES TO DISCUSS MY PRIORITIES FOR THE FAA.

- * FIRST OF ALL, NO MAJOR REORGANIZATION. I WILL PLAY THE HAND I HAVE BEEN DEALT. MY JOB IS TO SET THE RIGHT GOALS AND PROVIDE THE MANAGEMENT TO HELP US ACHIEVE THOSE GOALS. AT THE TIME, I WILL NOT HESITATE TO FINE-TUNE THE ORGANIZATION AND MAKE THE PERSONNEL CHANGES NEEDED TO ACHIEVE THE GOALS.

- * THE NUMBER ONE PRIORITY IS SAFETY, AS IT MUST BE FOR ANY ADMINISTRATOR, AND WE ARE GOING TO MARSHALL THE RESOURCES NEEDED TO MAINTAIN SAFETY. KEY ISSUES ARE DRUGS AND TERRORISM.

- * ON THAT SCORE, WE HAVE VERY STRONG SUPPORT FROM THE SECRETARY AND A GOOD, PERSONAL WORKING RELATIONSHIP. HE IS A VERY STRONG ADVOCATE OF AVIATION AND FIRMLY COMMITTED TO DOING WHAT'S NECESSARY, INCLUDING FIGHTING FOR THE BUDGETS WE NEED TO GET THE JOB DONE.

- * WE ARE ALSO WORKING WITH THE SECRETARY TO HAVE OST RESTORE TO THE FAA SOME OF THE AUTHORITY AND RESPONSIBILITIES THAT WERE TAKEN OVER BY THE OST OVER THE YEARS.

- * THE SECRETARY UNDERSTANDS THE INTEGRITY OF THE FAA MISSION AND ITS PROPER ROLE WITHIN THE CONTEXT OF THE DOT. FOR EXAMPLE, IN THE DEVELOPMENT OF THE NATIONAL TRANSPORTATION POLICY, FAA IS GOING TO TAKE THE LEAD IN DEVELOPING THE AVIATION SIDE OF THAT POLICY.

- * AFTER SAFETY THE NEXT MOST IMPORTANT GOAL IS PEOPLE. WE NEED THE RIGHT PEOPLE, IN THE RIGHT NUMBERS AND IN THE RIGHT JOBS. WE ARE DETERMINED TO MAKE SURE FAA IS THE KIND OF PLACE THAT ATTRACTS AND KEEPS SMART, HARD-WORKING, DEDICATED PEOPLE.

- * WE WANT MAKE GREATER USE OF YOUR EXPERTISE AND EXPERIENCE. WE WANT TO HEAR WHAT YOU HAVE TO SAY AND WE WILL BE ACTIVELY SEEKING YOUR ADVICE AND COUNSEL AS WE DEVELOP NEW SYSTEMS FOR THE FUTURE. I DO NOT SUBSCRIBE TO THE BELIEF THAT ALL WISDOM RESIDES IN WASHINGTON AND I KNOW THESE GENTLEMEN ON THE PANEL DON'T BELIEVE THAT EITHER.

* I FEEL THE SAME ABOUT THE PEOPLE WHO RUN OUR AIR SYSTEM AND THOSE WHO DEPEND ON IT--PILOTS, MECHANICS, PASSENGERS, INDUSTRY GROUPS, AND THE LIKE. I WANT FAA TO REACH OUT TO THESE PEOPLE. THEY'VE GOT THINGS ON THEIR MINDS AND THEY SHOULD BE HEARD. I AM GOING TO MAKE SURE WE LISTEN.

* A KEY ELEMENT IN ATTRACTING AND KEEPING THE RIGHT PEOPLE IS TRAINING. I AM A FIRM BELIEVER IN TRAINING AND WE ARE WORKING TO STREAMLINE THE AGENCY'S TRAINING PROGRAMS. THIS IS PARTICULARLY IMPORTANT AT THIS TIME WHEN WE ARE IN THE MIDST OF RAPID TECHNOLOGICAL CHANGES. WE ARE RIGHT IN THE MIDST OF A MAJOR MODERNIZATION OF OUR CONTROLLER HIRING AND TRAINING PROGRAMS.

- * CONTROLLER STAFFING IS A PROBLEM IN CERTAIN AREAS OF THE COUNTRY. THE PAY DEMONSTRATION PROJECT FOR ABOUT 2,100 EMPLOYEES AT 11 FACILITIES IN THE CHICAGO, NY, LA AND OAKLAND AREAS IS ONLY A BEGINNING. WE ARE DEVELOPING RECOMMENDATIONS FOR PERMANENT IMPROVEMENTS THAT WILL RELATE PAY SCALES MORE DIRECTLY TO TRAFFIC VOLUMES AND COST OF LIVING FACTORS.

- * AIRWAY FACILITIES HIRING IS ANOTHER OF OUR MAJOR INITIATIVES. RETIREMENTS ARE DEPLETING THE EXPERIENCE IN OUR TECHNICIAN WORKFORCE. THE 1989 FISCAL SITUATION MADE IT NECESSARY TO SLOW OUR AF HIRING FOR MOST OF THE YEAR. HOWEVER, TOWARDS THE END OF THE FISCAL YEAR, WE RESUMED AN AGGRESSIVE HIRING PROGRAM. WE AIM TO CONTINUE THAT IN FY 1990.

- * ONE OF THE MEASURES TO HELP REBUILD THE AF WORKFORCE IS A WAIVER OF "TIME-IN-GRADE" TO PERMIT EARLIER CERTIFICATION OF TECHNICIANS. WE INTEND TO CONTINUE AN AGGRESSIVE HIRING PROGRAM IN FY-1990 AND FY-1991, AND WE ARE COORDINATING THESE EFFORTS WITH THE OST STAFF.

- * RELATED TO STAFFING IS THE "CONTRACTING-OUT" ISSUE WITH RESPECT TO THE NEW NAS EQUIPMENT. MOST MAJOR SYSTEMS HAVE AT LEAST A ONE YEAR MAINTENANCE OPTION FROM THE ORIGINAL EQUIPMENT MANUFACTURER.

- * IN GENERAL, CONTRACTOR MAINTENANCE IS NOT ADVANTAGEOUS UNLESS THE CONTRACTOR HAS AN EXISTING NATIONAL INFRASTRUCTURE TO SUPPORT MAINTENANCE. THE OPTIMUM MIX OF CONTRACTOR AND FAA MAINTENANCE DEPENDS ON THE CHARACTERISTICS OF THE INDIVIDUAL SYSTEMS. THE BOTTOM LINE IS THAT WE NEED TO RETAIN A SOLID CORE OF FAA TECHNICIANS AND UTILIZE EXISTING CONTRACTOR CAPABILITY WHERE THAT IS OF BENEFIT TO THE GOVERNMENT.

- * IN THE PROCUREMENT AREA, WE ARE WORKING TO INSTILL GREATER ECONOMY AND EFFICIENCY THROUGHOUT THE WHOLE PROCESS. THERE HAVE BEEN SOME DELAYS AND COST OVERRUNS IN THE NAS PLAN. WE WANT TO MAKE SURE THAT COST OVERRUNS AND DELAYS DO NOT BECOME A CHRONIC CONDITION IN THE FAA'S PROCUREMENT PROCESS.

- * WHILE I AM ON THE NAS PLAN, LET ME MENTION TWO MAJOR CHANGES WE ARE GOING TO MAKE IN OUR CAPITAL INVESTMENT PROGRAM OVER THE NEXT COUPLE OF YEARS:

- * FIRST, THE NAS PLAN IS GOING TO BE FOLDED INTO A NEW AND MORE COMPREHENSIVE PLAN THAT'S NOW BEING DEVELOPED.
- * SECOND, THE LEVEL OF CAPITAL INVESTMENT MUST RISE SIGNIFICANTLY.
- * THE NEW PLAN WILL HAVE FOUR MAIN PARTS: 1.) THE ORIGINAL NAS PLAN, 2.) PLANNED PROJECTS THAT WILL EXTEND NAS PLAN TECHNOLOGY, SUCH AS FULL MODE S IMPLEMENTATION, ASR-10 RADARS, ETC., 3.) NEW FACILITIES AND EQUIPMENT NEED, AND 4.) INFRASTRUCTURE MAINTENANCE AND IMPROVEMENT.

* THERE ARE A NUMBER OF ISSUES I COULD TALK ABOUT, BUT I PROMISED TO LISTEN TO WHAT YOU HAVE ON YOUR MINDS SO I WILL SEE IF I CAN ANSWER YOUR QUESTIONS. IF I CAN'T, I WILL DEFER TO MY COLLEAGUES HERE.

REMARKS FOR ADMIRAL JAMES B. BUSEY
ADMINISTRATOR, FEDERAL AVIATION ADMINISTRATION
BEFORE THE ANNUAL AIRLINE OPERATIONS FORUM
AIR TRANSPORT ASSOCIATION
BALTIMORE, MARYLAND
OCTOBER 23, 1989

Thank you very much. It's a pleasure to be with you this evening.

First of all, I want to take this opportunity to tell you how much my colleagues at the FAA and I appreciate the great work that the airlines did after Hurricane Hugo.

Delta, Eastern, American, Midway, Federal Express, and United Parcel Service flew people, and hundreds of tons of medical supplies, equipment, food, water, and other essentials -- free of charge -- to cities that had been hit by the hurricane here in the United States and throughout the Caribbean.

American and Pan American cockpit crews delivered vital messages and packages to people in areas where communications were down. And Delta even got ahold of some life rafts so we could use the FAA's DC-9 to evacuate some of our folks from one of the islands.

The willingness of all of you to go the extra mile and make the extra effort was wonderful. And I just want to take this opportunity to express a great big "thanks" from all of us at the FAA to all of you who were there when it counted the most.

I think the way we all worked so well together to pick up the pieces after the hurricane was a good demonstration of how much we can do when we work toward a common goal. And I would suggest to you that we do have common goals.

We're all in the same business, the aviation business. And we can be proud of America's air transport system. We've got the biggest and most productive system in the world. It's the keystone to our nation's economic health and to our competitive strength in world markets.

But if we are to maintain our strong and productive air transport system, then our major aviation groups and the FAA must work together cooperatively and harmoniously. And that kind of relationship starts with good communication, not just when we've got problems, but before problems arise.

So one of my major goals for the FAA is to open up productive, two-way communications with every group that has an interest in aviation. And believe me, I'm serious about that.

That's why I've been spending so much of my time talking to the major aviation organizations, and that's why I'm especially pleased to have this opportunity to talk to one of the most important groups of all -- the senior operating officials of America's major airlines and members of the Air Transport Association.

I want to have an on-going dialogue between the FAA and the aviation industry -- and I can't think of a better group to start with than the ATA.

I think you need to know what we're trying to do at the FAA. I think we need to listen to your suggestions and consider your ideas and approaches to our mutual problems. I'm sure that if we can keep an open dialog going on the issues, we can forestall many unpleasant surprises.

Even if the final solution to an issue is not exactly to your liking, you'll at least understand how it was developed and you'll be more inclined to support it -- if you were involved in the decision-making process. It's a lot easier to accept the outcome when you've been part of the process.

I think we've already come a long way toward establishing that kind of cooperation and dialog. Your strong support for the Joint Government/Industry Task Force on Crew Performance is a good example.

That task force didn't appear and then disappear, leaving no trace, as so many task forces do. It tackled some difficult issues and came up with good proposals that we're going to implement.

And I'm happy to say that the ATA will be part of the new task force we just set up on the crew pairing issue that has come up again after the recent accident at LaGuardia. The task force will look at questions relating to a new pilot's initial training and operating experience -- and we want to hear your ideas on this, rather than just drop a solution in your laps without warning.

We all agree on the need to ensure that the folks in the cockpit are ready to take the yolk. But if we impose arbitrary restrictions on new pilots, we might raise questions about the adequacy of the training program developed by the carrier and approved by the FAA. If we don't trust the training program, of course, then it should be changed. That's just common sense.

So there are a number of issues to be considered, and I'm glad we'll be working together to get the answers.

Your Association has also helped us set up our MLS programs. I'm sure I don't need to go over the history of MLS to this audience. You're familiar with our current evaluation program, which I strongly believe will demonstrate the economic and operational benefits of MLS.

I think we're seeing more support for MLS these days. My view is that the United States must honor its ICAO commitment to have MLS in place on our international runways by 1998.

But let me assure you, we're not killing the ILS program while we wait for MLS. We've got ILS money in the budget and we're scheduling new ILS's where they are needed.

There will be no sudden switch-over to MLS. While we're setting up new ILS's, we'll also be installing MLS -- which means that airlines that move to MLS early will be able to take advantage of the better MLS approach services as they become available.

The mandated transition to MLS will begin only after MLS's have been installed on all precision approach runways in the United States. At that point, we plan to give aviation users a reasonable period to equip with MLS avionics before we decommission the ILS's.

I realize that running the two systems concurrently at a number of locations will put a heavy demand on our maintenance specialists. But I believe we can handle that.

So, just to sum up what I've said so far, I think we've got a pretty good working relationship going. That doesn't mean we'll never have any differences -- but it does show that we can work together in pursuit of common objectives.

And that ability -- to work together -- will certainly be needed as we move to raise the capacity of our air transport system in the years ahead.

The challenge of the 1990s will be to make sure that our air control system and our airports will be able to handle increasing traffic demand. We're going to have more passengers every year. That will mean more planes, more flights, and potentially more congestion and delay, both on the ground and in the air.

So we've got our work cut out for us.

Too many of our major airports are already seriously congested. We need to improve them. And we need to build new ones. We haven't dedicated a major new jetport since 1974. The new Denver Airport, which will really help relieve congestion not only in Denver but in many other cities across the country, will be the first new airport in nearly twenty years when it's completed.

It's almost impossible to build new airports. Everybody wants one -- in the other guy's back yard. And they're tremendously expensive.

As usual, the demand for funds far exceeds the amount available. While we'll be able to handle the most critical needs, we've got to face the fact that we just aren't going to get all the new airports and runways we need.

But the capacity problem has two sides. One is airports. The other is the air control system. And we are going to get significant increases in capacity by modernizing the air traffic control system.

We're eight years into the National Airspace System Plan, and we've made substantial progress:

- * the Advanced Traffic Management System is already improving our flow management on a national basis;
- * new radar systems are beginning to give us more accurate weather, navigation, and surveillance information;
- * and giant new computer systems have been installed and more are coming.

The new technology that's coming on line in the near future will give us the ability to manage the airspace far better than we can now. We'll be able to squeeze the last drop of capacity out of the system.

With automation and improved sensors, for example, controllers and pilots will be able to separate aircraft into multiple arrival and departure streams and reduce separation standards on final approach.

Just consider how much we can increase system capacity when we start using:

- * precision radars with Mode S data link,
- * MLS with CAT-2 and CAT-3 curved approaches,
- * airborne collision avoidance systems,
- * windshear detection systems,
- * advanced digital cockpit displays and flight management systems,
- * and the Advanced Automation System that will let us automate much of our airspace management procedures.

There's no doubt that NAS Plan technology will give us the ability to use the airspace far more efficiently.

Our challenge is to use this 15.8 billion dollars worth of new technology to do things smarter than we're doing them today. And I think we can.

In fact, I think we can achieve a significant increase in capacity, which would be the fastest return on investment we can get.

As I mentioned, raising the air system's capacity must involve action on two major fronts: Airports and the air control system. And I've just set up a new Aviation System Capacity Task Force, including representatives from ATA and the airlines, to advise me on ways to improve both our airports and our air control system.

It's obvious, of course, that to increase capacity in a growing system with growing needs, we're going to need substantial increases in the level of capital investment in the years ahead.

The original NAS Plan was underfunded, and our investment needs are still growing. So we've got to catch-up -- while also funding a higher level of investment in the years ahead.

My goal is to get the money we need to raise the system's capacity. The money in the Aviation Trust Fund was taxed from our traveling public and aviators, and I strongly believe that it should be used as originally intended.

Yes, we've got tough competition for federal dollars, but I'm optimistic about our chances. I think we'll see some growth on the airports side in the 1990 budget, and I'm confident that in the '91 budget we'll be able to establish a trend that will clearly demonstrate increased access to the Trust Fund.

Of course, we must get full value for every dollar. Delays and cost overruns are wasteful, and there've been too many of those in the NAS Plan. I'm determined to put a stop to that. I'm going to do whatever's necessary to improve the FAA's procurement programs.

Another area where we share a common goal is, of course, aviation safety. It's the number one concern for everyone in aviation. I'm sure I speak for all of us when I say that nothing -- absolutely nothing -- comes ahead of safety. We have one of the safest systems in the world, and we want to keep it that way.

We've been concerned with safety since the days of the Wright brothers, but now we're confronted by two special problems -- terrorism and drugs.

We're strengthening our defenses against terrorists, and we must do more. I'm personally committed to this struggle, and I want to make sure we do everything possible to protect the traveling public.

In my view, we have no choice but to maintain our vigilance. It's the only way to deter terrorists.

Now I know there's some unhappiness about the way we're testing airline security practices, especially where our people are trying to sneak weapons through the pre-boarding screening procedures.

Unfortunately, we've succeeded in getting weapons past the screening points all too often. And that's why I see no reason to back down on our test objects cases. As far as I'm concerned, this program is a fact of life. It's here to stay.

I'm just as strongly committed to the war against drugs. We simply can not tolerate the use of illegal drugs anywhere in aviation. That's not an issue for debate or negotiation.

In regard to post-accident drug testing, my strong personal belief is that the flight crew must be available to the investigators as soon as possible after an incident. I've got to find out quickly if we've got a mechanical problem that I need to consider taking action on.

I met with your Board of Directors not long ago to talk about security, about screening penalties, and the other civil penalty actions.

As you know, the FAA in recent years has imposed a number of record-setting civil penalties on air carriers. I told your Board that I don't want to deal that way.

I'm not interested in collecting fines. I'm interested in fixing the problems -- fast.

The best way to do that is through voluntary self-audit and self-disclosure by the airlines. I want to encourage voluntary disclosure and prompt remedial action. And I want to thank the ATA for its support in helping us getting these airline self-audit programs going.

Obviously, to a large extent airline safety is in the hands of the airlines themselves. Enforcement and penalties can't win the safety war. Only the airlines can do that. That's why I believe so strongly in self-auditing, self-disclosure, and self-correction. And that's why, if you don't have a program like this, I would urge you to start one as soon as you can.

I realize that there won't be much incentive for carriers to disclose such incidents to the FAA, if we operate our enforcement program inconsistently from one region to another or if we impose heavy penalties for inadvertent violations that do not adversely affect safety.

So we're working on a way to get a more consistent application of the rules and a more consistent interpretation of mitigating circumstances that can serve to reduce penalties.

I came here this evening with one primary message: It is that I want to continue our on-going dialog on issues of mutual concern. I strongly believe that we must work together. I believe the record so far shows that we can.

We have common interests. We have common goals. And I look forward to sharing those interests and working toward those goals with all of you.

Thank you.