

Remarks for Admiral James B. Busey  
Administrator, Federal Aviation Administration  
Before the National Air Transportation Association  
Kansas City, Missouri  
April 3, 1990

It's great to be here today. I always welcome the chance to talk to aviation people, especially people like you, who are really on the operational front lines.

I believe that if our country's air system is to run right, government and industry must communicate with each other. We need to understand our common problems. We need to agree on common goals. And we need to find ways to work together to solve those problems and reach those goals.

That means we've got to keep the lines of communication open.

Now I imagine that sometimes it may seem like you folks are the forgotten people in the air system. After all, the airlines get the lion's share of public attention.

But that doesn't mean you don't count. Far from it.

Where would American aviation be without our fixed-base operators, our charter companies, our flight schools, our instructors and crop dusters and all the rest? Where would our future pilots come from? What would happen to our general aviation fleet that performs so many essential services?

General aviation generated about 16 billion dollars in revenues last year. About half of that was racked up by the FBO/air charter industry. And the 1,600 members of NATA accounted for about 85 percent of that.

So you are major players. What you do counts. And that's why I'm glad to be with you today to talk about our common problems and common goals.

Let's start by taking a look at Secretary Skinner's new national transportation policy, which will play a major role in the future of transportation and general aviation.

We Americans have built the greatest transportation system ever known. It moves more people and more products more efficiently than any other system on earth. It's the foundation for our national economic strength.

But as good as our system is, delay and congestion is costing us billions of dollars a year. And those costs are going to go up, so we must take action now.

We need to improve our transportation infrastructure across the board. We need to make investments in our rail and highway systems. We need to make investments in our mass transit and ocean ports systems. And we need to make investments to expand airport capacity and to continue modernizing our air control system.

In short, we need to get our transportation system ready for the 21st Century.

To help us do that, Secretary Skinner has proposed a workable, pragmatic national transportation policy that gives a coordinated national view of the future development of American transportation -- and a sharper focus on the proper role of highways, aviation, rail, and the maritime industry.

The policy presents 169 guidelines and 65 legislative, regulatory, budgetary, and program initiatives that will give us a vastly improved transportation system:

- \* a system with greater capacity, a sound financial base, and a strong and competitive transportation industry;
- \* a system that protects the environment, that supports safety and national security, and that advances our transportation technology and expertise.

With this policy, we have the framework to provide better transportation for every American and for every city, town, village, factory, and farm in America.

The national transportation policy is not another academic exercise in planning that will end up gathering dust on a shelf somewhere. As I said, it's workable and pragmatic. And, believe me, we're going to use it. In fact, we've already started.

It is the basis of the FAA reauthorization legislation that I announced just two weeks ago. This proposed legislation is the first major action we have taken to implement the new national transportation policy.

We are proposing a 22-billion-dollar, five year plan that will:

- \* provide significant increases in capital investment in our nation's air system;
- \* give us the additional funds we need to continue to increase the capacity and efficiency of our air control system;
- \* expand our technological research and development;
- \* reduce the aviation trust fund balance;
- \* provide a new source of revenue for airport improvements;
- \* ensure a steady, long-term source of revenue for the FAA;
- \* and give FAA senior managers the flexibility to meet changing needs in the future.

The legislation will provide an overall 78 percent increase in aviation capital funding over the next five years. Spending for facilities and equipment will go up by 130 percent, for airports by 28 percent, and for research and development by 13 percent.

More specifically, over the next five years we want to invest 13.5 billion dollars in facilities and equipment, 7.7 billion dollars in airports, and 970 million dollars in research and development.

Now how are we going to pay for all of this?

Well, we're going to draw down the unspent surplus in the aviation trust fund, and we're going to ask the users of the system to pay their fair share through increased user fees. In addition, we're proposing a new funding source for local airport improvements, the so-called passenger facility charge.

Please hear me out. I think you'll see there are some very good reasons to increase these fees.

Aviation user fees pay for airport improvements, for capital investments in facilities and equipment, for research and development programs, and the cost of operating the air traffic control system.

Those fees go into the aviation trust fund. As you know, we now have a large uncommitted balance in the fund. The fund is not being used as originally intended.

So a lot of people are asking why do we want to raise user fees when we have a big balance in the aviation trust fund? That's a good question. I assure you that it is our intention to use that balance.

That balance is there because of the way Congress authorizes and appropriates money for the FAA. It did not arise because we had no use for the money.

As a matter of fact, we needed those funds. And when we didn't get them from the trust fund, we had to get them from the government's general fund. Let me explain.

The Congress first authorizes a certain amount for FAA's capital programs. Then, in a second action, it appropriates the actual amount that will be spent.

Now here's the rub. If the amount appropriated for our capital programs is less than the amount originally authorized, then the amount we can draw from the trust fund for FAA operations must be reduced. This is required by the so-called "penalty provision."

For example, between 1983 and 1989, because Congress failed to appropriate the authorized amounts for our capital investment programs, we had to draw 5.3 billion dollars from the federal government's General Fund to pay FAA operational expenses. We should have gotten that 5.3 billion dollars from the aviation trust fund. Instead it stayed in the trust fund and helped create the current uncommitted balance.

Over the past eight years, in large part because of the penalty provision, the trust fund covered only 57 percent of the FAA's budget. Many studies show that 85 percent of the FAA budget goes for services for aviation users. And we believe that those services ought to be funded by the users from the trust fund.

That means the user fees already in the trust fund ought to be spent -- which, as I said, is exactly what we propose to do. We want to spend down the trust fund from \$7.6 billion dollars at the end of this fiscal year to less than \$3 billion at the end of fiscal 1995.

If we were to obtain congressional approval through the appropriation and authorization process to fund up to 85 percent of FAA budget needs from the trust fund, we would bankrupt the fund in about two years.

So to get the additional funding we need for future improvements -- and to make the system more equitable, with users paying their fair share -- we're proposing to increase the passenger ticket levy from 8 to 10 percent, the freight way bill fee from 5 to 6 percent, the aviation gas tax from 12 to 15 cents a gallon, and the jet fuel tax from 14 to 18 cents a gallon.



In my view, we need to ensure adequate funding for the FAA in the years ahead. The best way to do that will be to provide a stream of dedicated revenues to support the FAA budget, so that it won't have to compete with other national priorities for limited general revenue funds.

In addition, our reauthorization legislation will provide a new revenue source for airports. It will allow them to collect passenger facility charges, or a head tax, that would be collected locally and earmarked for local airport improvements. It would raise additional revenue while reducing the airport's dependence on Federal assistance.

It would put the control of these revenues in the hands of local and state airport authorities and give them the ability to make rapid local airport capacity improvements.

And it would give the FAA greater freedom in the use of airport 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 for airports. The time has come for a passenger facilitation charge.

Now, as you can see, we have our hands full. We've got to run the current system, and at the same time make major improvements to get in shape to handle tremendously increased traffic loads in the future. We're investing billions of taxpayer dollars to increase the system's safety, efficiency, and capacity.

All of this puts tremendous pressure on the way we manage the FAA. We've got to have the right people. We've got to use them well. And we've got to make sure that every dollar is well spent.

In recent months, we've made a series of far-reaching improvements in procurement, personnel, and rulemaking. For one thing, the Secretary has designated me as the final authority in making major procurements -- those that run above 150 million dollars.

Of course we want our major capital investment programs, which will be increasing in the years ahead, to run on time and on budget. To help us do that, I've just completed a major realignment of our procurement system, including bringing on board an experienced executive to fill the new position of executive director of acquisition.

We're also streamlining our contract review process to eliminate duplication, and we're refining our procurement requirements to reduce the built-in delay.

In the personnel area, the Secretary has given me the authority to establish new executive positions that I may need to help manage the organization. And he's granted me the authority to give my senior executives bonuses, when they are warranted by outstanding performance.

In the rulemaking area, we want the process to move faster, but at the same time we want to make sure that everyone gets an opportunity to be heard. So we're setting up a pilot program to streamline the rulemaking process, and we're also creating a rebuttal comment period that will allow people with differing opinions a full opportunity to be heard.

As I said earlier, we need to work together to achieve our common goals. The most important goal is safety. And that is a goal that we can never reach through enforcement. We must rely on voluntary compliance by everyone in the system.

That's the way it's been from the beginning. And that's the way it must be now and in the future.

But I think we need to strengthen the voluntary compliance system, to make it easier to understand the rules and to comply with them. So, a month ago, I ordered a series of actions designed to make voluntary compliance even more effective.

Let me give you some background that led up to these changes.

When I first joined the FAA, I spent a lot of time talking to people throughout the world of aviation. I wanted to find out what the problems were and what we might do about them.

I heard a lot. Just about every major general aviation user group jumped on me about FAA enforcement procedures. They said they were being treated unfairly and inconsistently. All too often, there were wide variances in the enforcement actions taken by our various field offices and even between individual inspectors in the same offices. Some actions appeared to be unnecessarily severe.

Now that wasn't what I wanted to hear. It meant that a lot of people were losing confidence in the FAA, which, if continued, would undermine the voluntary compliance that is the bedrock of aviation safety in our country.

The willingness to cooperate, to follow the rules, is essential to safety. But that willingness can be quickly undermined by enforcement actions that appear to be unnecessarily harsh and inconsistent.

So last summer, at Oshkosh, I announced a top-to-bottom review of the way we are dealing with general aviation.

We held listening sessions around the country to give people a chance to tell us what they thought. We heard a lot of good ideas about how we could do a better job, about how we could make our enforcement and compliance programs more fair, more humane, more consistent, and, yes, more effective.

After the listening sessions, we worked with people from general aviation to identify the issues and then we developed 34 recommendations that are the basis for the action plan I announced last month.

Let me give you a few examples:

- \* First of all, I rescinded the mandatory 60-day suspension for busting a TCA. From now on, we're going to try to handle most of these cases with remedial counseling and training.
- \* We're also going to apply our compliance procedures in a more flexible manner. We're encouraging our inspectors to use discretion and judgement. They will be encouraged to consider all the facts and circumstances, including mitigating factors, and they will be free to prescribe remedial training or other appropriate remedies.
- \* We're also setting up new training programs for our inspectors that will focus on better communications skills and improved human relations.
- \* In addition, we're re-energizing our Accident Prevention Program, which is our primary means for communicating to people in general aviation.
- \* We're also going to identify violations that can be handled administratively rather than through legal action. In many cases, a letter of correction or remedial training may be more effective than legal action.
- \* And we're going to simplify the rules and regulations wherever possible.

As you can see, we're shifting the emphasis from punitive action to educational and remedial action. As I said at Oshkosh, we want to be sure we're not missing opportunities to help pilots fly more safely.

Enforce the rules and regulations? Yes, of course. We must do that. The safety regulations are not at issue. We're not going soft on safety. We're not stepping back from our insistence on 100 percent compliance with the regulations.

What is at issue is the question of getting better safety through voluntary compliance. And I believe the steps I've announced today will move us closer to that goal.

It's now just a month since I announced these changes. Most of them will take about three months to put in place, so I at this point I can only report that all of them are moving along on schedule.

You can be assured that I'm taking a direct, personal interest in this. And I am not going to let anything fall through the cracks.

I've just announced a similar initiative for the commercial sector, specifically for our air carriers. Here, again, I'm shooting for greater voluntary compliance.

As you may know, some time ago we focused on having air carriers conduct their own internal safety audits. It worked for a while. But it isn't working now. All too often the carriers' view of penalty mitigation differed by 180 degrees from our view -- and voluntary reporting slowed to a virtual standstill.

So to rekindle a spirit of cooperation, last week I announced a major change in our enforcement policy.

It's really quite simple: if you discover an inadvertent violation, and if you correct it on a permanent basis and report promptly to the FAA, you will not be penalized. Period.

And that applies to all of you Part 135 air charter operators too.

I want to re-establish the trust and confidence that once existed between our aviation operators and our professionals in the FAA.

With this change, you will now be able to monitor your operational safety as closely as you monitor your bottom line. And you can take our FAA people into your confidence and seek their guidance and counsel without fear of unexpected penalties.

I believe the changes I've mentioned today will make our partnership with general aviation work better. Now I know when I use that word, "partnership", some of you might think it's just public relations puff. But it isn't. Whether you fly a



Piper Cub or a 747, whether you work for the FAA or run an FBO, you and I and everyone in aviation have the same goal -- which is to make flying as safe as possible.

We can't reach that goal alone. We've got to work together. We are partners.

Finally, I want to mention a couple of other common problems. First, airport security.

As you may recall, we changed Part 107, which covers airport security, to require airport operators to develop procedures to control access to airport secure areas.

When the rule was first announced, there was a lot of concern that it would be too restrictive. And there was a lot of misunderstanding about what was required. Some people thought that they would have to set up automated access systems and so on.

But the rule is flexible. We're not prescribing a rigid methodology, and we don't see any reason why security measures should impede operations.

Airport operators must submit a security program to control access to secure areas, but the way in which that is done is left to the operator. All we require is that it be effective.

I want to assure you that we are determined to work with the industry to make sure that our security requirements work well. We do not want them to become an undue burden or counter-productive.

Another problem-area where we need to do a better job of working together is the detection of pilots who violate the alcohol and drug rules.

Our guiding principle is that we'd much rather help the industry comply with the requirements of the anti-drug rule than engage in enforcement actions.

Of course, we will vigorously pursue enforcement actions for blatant disregard of the anti-drug rule. We cannot tolerate pilots who abuse drugs and alcohol. They are jeopardizing public safety and public confidence in aviation.

I understand the difficulty that some Part 135 operators may have in complying with the drug testing rule. For some of you, there are inherent difficulties in setting up a program, and you will have to spend some money on it.

We must rid our transportation system of this plague, however, and testing is the best way to do that. I'm sure all of you will agree with me that the cockpit is no place for alcohol and/or drugs. The same applies to all of our aviation safety-related positions. Let's work hard together to rid ourselves of this scourge which has major impacts on the public confidence we have worked so hard to obtain.

As you probably know, we've just issued an amendment that extends the compliance date for submitting anti-drug programs by operators under Part 135.1 -- flight instructors, banner towers, crop dusters, and so on -- who do not need operating certificates. They will not be required to submit a formal anti-drug program until April of next year.

During this period, we're going to continue reviewing the scope of the anti-drug rule as it applies to this group of operators. I would urge you to communicate with our people about this problem. I know there are no easy answers. And we need everyone's cooperation to make this thing work right.

We want drug regulations that do not create unnecessary burdens on general aviation operators. So we welcome your ideas and suggestions.

To supplement our current stringent regulations governing alcohol and drug use by crew members, we are moving ahead with a rulemaking action that will allow us to deny application or suspend or revoke an airman's certificate for certain alcohol or drug-related motor vehicle offences. This will give us another tool to help rid aviation of a threat to safety that we just cannot ignore.

Well, I've said enough.

To boil it all down, my message today is that the FAA is moving vigorously to improve safety and to get our air system in shape for the 21st Century. But we can't do that alone. We need your help. We need your cooperation.

In return, I promise you that our door is always open. We need to hear what you have to say, what's on your minds, and how you see us working together to fix our common problems and reach our common goals.

Thank you very much.

DRAFT TALKING POINTS FOR  
FAA ADMINISTRATOR JAMES B. BUSEY  
"STATE OF THE SYSTEM" BRIEFING  
RAMADA RENAISSANCE HOTEL  
WASHINGTON DULLES AIRPORT  
APRIL 4, 1990

o I am pleased that you could be with us today. FAA needs to do a better job of communicating with its customers and this kind of session is a step in the right direction.

o One of the first goals I set for the agency when I came on board was to improve communications with the industry--particularly in learning how to listen better.

o There seems to be an attitude in some Washington quarters that if you talk too much to the industry you regulate that you end up compromising yourself and violating a public trust.

o I think this attitude is wrong. It presupposes that communications equates to coziness, sweetheart deals and looking the other way when regulations are being violated.

o What I'm talking about, on the other hand, are communications essential to providing safety and service for the flying public.

o These communications have suffered in recent years and I want to get them back on track and get us all headed in the right direction.

o For more than 60 years, the Federal Government and the aviation industry have worked together in a partnership that has produced the safest, most efficient air transportation system in the world.

o This partnership did not just happen by chance--it was the intent and design of legislation dating all the way back to the Air Commerce Act of 1926 which first got FAA's predecessor agency involved in regulating aviation.

o So, what I want to do is recapture this tradition that has served aviation and the American public so well in the past.

o This is why I took steps recently to strengthen partnerships for safety between FAA and general aviation, and between FAA and the air carriers.

o On March 5, I announced a series of improvements in the way we foster compliance with the regulations by general aviation pilots. This followed an extensive top-to-bottom review of the agency's compliance and enforcement program.

o Then, in a March 27 speech to the Aero Club, I expanded this effort by announcing a program encouraging airlines to develop internal evaluation programs.

o As an incentive, I extended this offer: If an airline discovers an inadvertent violation, corrects the problem, reports it promptly to the FAA, and puts in a place a permanent fix, FAA will not penalize them.

o This may sound radical to some, but in fact all I am trying to do is to get airlines to focus their attention on improving the safety and efficiency of their operations.

o I don't want them wasting time looking over their shoulders to see if an FAA inspector is standing there with a club ready to hit them over the head.

o This approach is very much in line with the Total Quality Management (TQM) concept that we are promoting at FAA and which is catching on in the aviation industry and throughout the business community.

o What we are talking about is an attitude, more than a process or a program. It's an attitude that continuously looks for ways to improve service and safety. All of us in the industry have to buy into this commitment if we're going to get the job done for the American public.

o Our inspectors will continue to conduct regular inspections and surveillance, and they will continue to expect and demand 100 percent compliance. But, our emphasis will be on working together to identify and correct deficiencies before they become safety problems.

o One area in particular where we need to cooperate more effectively is promoting compliance with anti-alcohol and anti-drug regulations.

o After the recent investigation into alleged violations by the Northwest flight crew, I announced a six-point plan for sharpening enforcement in this area.

o One of the points I have stressed with our inspectors is to follow up on tips regarding such violations. Under these new procedures, they will be required to notify the appropriate airline management to allow the airline to institute its own investigation.



o All of us--union, management and FAA--need to work together to identify pilots who violate alcohol and drug regulations. While we must do all we can to provide them medical help and rehabilitation, the first step is to get them out of the cockpit.

o I think this partnership is critical for safety and it's critical to meeting the other challenges that face us as we look to the decade of the 1990s and into the next century.

o From my perspective, the challenge is two-fold: completing the unfinished business of the 1980s and preparing the National Airspace System for the future.

o We are nine years into implementation of the NAS plan and we've made substantial progress. Ninety-five percent of the plan's original programs are under contract, and NAS Plan systems are beginning to come on line.

o The challenge to complete the NAS Plan is well in hand. We've got a fix on cost. We are now at the point where most of the known schedule uncertainties are behind us. And the most important technical concerns have been resolved.

o Today, we have about 450 million passengers annually. By the year 2000, that number will jump to almost 800 million a year--or almost two passengers for every one we have today. That figure is expected to reach one billion before the year 2010.

o What I would like to do now is discuss briefly how we propose to finance the capacity gains and long-term improvements needed to keep pace with this projected growth.

o As you know, two weeks ago, we sent to the Congress the proposed Airport and Airway Expansion Act of 1990--better known as the FAA "reauthorization" bill.

o This is a five-year, 22 billion dollar plan to boost airport and airway capacity, increase safety, and keep the air traffic control and navigation system modernization program on track.

o Basically, this bill would provide 7.7 billion for AIP grants, 13.5 billion for F&E and 970 million for R,E&D. All three of these figures represent substantial increases for the five-year life span of the legislation, as compared to the previous five years. For F&E, it's a whopping 130 percent increase.

o The major innovation in the legislative proposal are passenger facility charges which could generate as much as one billion dollars annually in additional airport project funds.

o Certainly the most controversial feature of the bill is the proposed increase in users fees. [Under this proposal, the passenger ticket tax would rise to 10 from 8 percent--the freight waybill tax, to 6 from 5 percent--aviation gas, to 15 cents a gallon, from 12--and a four cents per gallon increase in jet fuel, to 18 from 14 cents.]

o These proposed increases, plus a substantial increase in the amount of the FAA's total budget to be funded from the Trust Fund, have generated predictable and substantial opposition on Capitol Hill.

o Some have questioned the wisdom of sending up a proposed bill that the Administration knew in advance would cause such a ruckus.

o The easiest--and best--answer to that question is that higher user fees are necessary to finance the significant increases in capital spending we are proposing over the next five years. And the increases in capital spending are necessary to keep pace with projected aviation growth.

o Because of the tight fiscal situation and the fierce competition for general revenues for the foreseeable future, we think it's essential to increase both capital and operating payments from the Trust Fund.

o This also is in line with the Administration's new Transportation Policy which asks users to shoulder an increased share of transportation costs.

o Cost allocation studies show that 85 percent of the FAA budget goes to providing service to air carrier passengers, shippers and general aviation. Yet, currently, only 57 percent of FAA's total budget is appropriated from the Trust Fund.

o With the increased share of FAA's total budget coming from the Trust Fund, the balance in the fund would decrease from an estimated 7.6 billion at the end of FY 1990 to less than 3 billion dollars by the end of FY 1995.

o It's interesting to note that when Congress established the Aviation Trust Fund in 1970, they anticipated that the Trust Fund would fund a major portion of FAA's total budget.

o Initially, there was no limit, and in FY 1972, Congress appropriated 88 percent of FAA's total budget from the Trust Fund. That soon changed.

o Still, since 1977, Congress has consistently authorized FAA operating and maintenance expenses to be supported by the Trust Fund.

o Authorized levels have regularly run about 70-75 percent, with actual appropriations lower than that--about 55 percent--mainly because of the penalty provision.

o So, the reauthorization proposal does not represent a philosophical departure from the intent of Congress in passing the original legislation setting up the Trust Fund.

o It's important to keep in mind that we are making internal management improvements at FAA to enable us to deal more efficiently with the projected increases in the bill.

o Foremost among these management improvements is the realignment of the agency's procurement system and creation of a new Executive Director for Acquisition to conduct oversight of the upgraded effort.

o Secretary Skinner has already restored to the FAA Administrator the authority to serve as the source selection official on major procurements--that is, procurements over 150 million dollars.

o We also are streamlining the coordination and review process between FAA and the Office of the Secretary, eliminating and refining procurement requirements that have built some delay into the procurement system.

o So, we are getting our own house in order in the procurement, personnel and rulemaking areas that will better enable the FAA to meet its increased responsibilities.

o Our first priority now is quick passage of the reauthorization bill. We simply cannot afford to have the funding mechanisms disrupted for our vital capital improvement projects.

o Expanding system capacity is the major challenge for all of us in this room. I have been preaching that message since I first took office and I will say it again: Achieving that goal is going to take the best efforts of all of us working together.

o So, we are going to need your support. Thanks for coming today. I hope this is the beginning of a new, revitalized partnership between FAA and the industry.

REMARKS OF BARRY L. HARRIS  
DEPUTY ADMINISTRATOR  
AAT "STATE OF THE SYSTEM" CONFERENCE  
HERNDON, VIRGINIA  
APRIL 4, 1990

I AM PLEASED TO BE WITH YOU TODAY.  
THE ADMINISTRATOR REGRETS HE COULDN'T  
BE HERE. SO DO I.

EARLIER THIS MORNING, YOU WERE  
BRIEFED ON A NUMBER OF SUBJECTS  
INCLUDING CONTROLLER STAFFING,  
OPERATIONAL ERRORS, AND DELAYS IN THE  
SYSTEM. WE'RE PRETTY MUCH ON TARGET  
WITH OUR STAFFING GOALS THROUGH 1990.  
WE'RE ALSO ENCOURAGED TO SEE A  
CONTINUING DOWNWARD TREND IN  
OPERATIONAL ERRORS...A SIGNIFICANT  
DECLINE OF 34 PERCENT IN 1989, EVEN  
THOUGH OPERATIONS ROSE BY 14 PERCENT.



DELAYS, ON THE OTHER HAND, ARE A CONTINUING PROBLEM AND A MAJOR CONCERN TO US ALL. WE KNOW, FOR EXAMPLE, THAT 10 AIRPORTS, HANDLING ONLY 14 PERCENT OF ALL TRAFFIC, ACCOUNT FOR 69 PERCENT OF ALL DELAYS IN THE SYSTEM.

FIVE OF THESE AIRPORTS WITH 6 PERCENT OF THE TRAFFIC ARE RESPONSIBLE FOR 51 PERCENT OF THE DELAYS...AND 3 OF THESE AIRPORTS ARE WITHIN 15 MILES OF ONE ANOTHER.

I HEARD A STORY ABOUT DELAYS I'D LIKE TO SHARE WITH YOU. IT SEEMS THAT THERE WAS A FOOTBALL GAME BETWEEN THE BIG ANIMALS AND THE SMALL ANIMALS...

I GUESS EVERYONE PUTS UP WITH DELAYS OF ONE SORT OR ANOTHER.

IN THIS AFTERNOON'S SESSION, YOU WILL HEAR ABOUT THE PROPOSED NATIONAL AIRSPACE MANAGEMENT FACILITY. IT GOES BY THE ACRONYM OF NAMFAC SO YOU'LL RECOGNIZE IT AS AN FAA INVENTION. NAMFAC WILL CONSIST OF 3 COMPONENTS. THE SYSTEM COMMAND CENTER IS AN ENHANCED FLOW CONTROL FACILITY. THE COMPUTER MODELING CENTER WILL DO REALTIME ANALYSIS OF TRAFFIC. IT WILL ALSO DEVELOP SIMULATION MODELS FOR THE THIRD ELEMENT, A TRAINING FACILITY FOR AIRSPACE MANAGERS.

NAMFAC IS IN THE PLANNING STAGES AT THE MOMENT. WE DON'T HAVE FUNDING FOR IT YET. BUT WE DO HAVE AN FAA TEAM LOOKING FOR POTENTIAL SITES AROUND WASHINGTON, AND WE DO EXPECT TO HAVE A LIST OF PREFERRED SITES BY THE END OF JUNE.

THIS NEW FACILITY, PLUS OTHER AIRSPACE MANAGEMENT TOOLS WHICH ARE ON THE DRAWING BOARD WILL HELP US DO A MORE EFFECTIVE JOB OF MANAGING AIRSPACE. THEY'LL ALSO HELP REDUCE DELAYS.

THE OPERATIVE WORD IS REDUCE, NOT ELIMINATE.

AS YOU HEARD THIS MORNING, WEATHER ACCOUNTS FOR ABOUT 58 PERCENT OF ALL AIR TRAFFIC DELAYS NATIONWIDE.

OF ALL OTHER DELAYS, 35 PERCENT ARE VOLUME RELATED.

TODAY, AIR CARRIERS TRANSPORT ABOUT 450 MILLION PASSENGERS ANNUALLY. BY THE YEAR 2000, THIS WILL HAVE GROWN TO 500 MILLION. AND BY 2010, A BILLION PASSENGERS A YEAR WILL GO BY AIR.

MORE SYSTEM CAPACITY IS ESSENTIAL. AND THERE ARE THREE COMPONENTS TO CAPACITY: CONCRETE, AIRSPACE, AND TECHNOLOGY.



IT'S GOING TO TAKE MONEY, VISION AND POLITICAL COURAGE TO GET THE JOB DONE.

TWO WEEKS AGO, WE SENT UP TO CONGRESS A REAUTHORIZATION BILL WHICH IS ESSENTIALLY OUR BLUEPRINT TO DO THE JOB. THIS 5-YEAR, 22 BILLION DOLLAR PLAN IS INTENDED TO BOOST CAPACITY, ENHANCE AN ALREADY IMPRESSIVE SAFETY RECORD, AND KEEP THE MODERNIZATION OF THE AIR TRAFFIC CONTROL AND NAVIGATION PROGRAM MOVING AHEAD VIGOROUSLY.

YOU MAY NOT BE SURPRISED TO HEAR THAT NOT EVERYONE IN CONGRESS OR INDUSTRY IS AS ENTHUSIASTIC ABOUT OUR BLUEPRINT AS WE ARE. BUT WE'VE OPENED THE DEBATE.

THE FACT IS, HIGHER USER FEES ARE GOING TO BE NECESSARY TO FINANCE THE SIGNIFICANT INCREASES IN CAPITAL SPENDING WE ANTICIPATE OVER THE NEXT FIVE YEARS. AND THESE INCREASES ARE NECESSARY TO KEEP PACE WITH THE PROJECTED GROWTH IN THIS INDUSTRY.

I WON'T DWELL ON DETAILS. MANY OF THEM YOU'RE FAMILIAR WITH. BUT I DO IMPLORE YOU...AND THE CONGRESS...TO TAKE A CLOSE LOOK AT THE PACKAGE WE'VE SENT UP. IT'S A BOLD STROKE. BUT THAT'S PRECISELY WHAT'S NEEDED TO MEET THE CHALLENGE BEFORE US.

WE REALIZE THIS PROPOSAL WOULD GIVE THE FAA A LOT MORE RESPONSIBILITY AND SOME HAVE QUESTIONED THE AGENCY'S ABILITY TO SHOULDER THIS RESPONSIBILITY. IT'S A FAIR QUESTION. SO LET ME TURN FOR A MOMENT TO THE CHANGES WE ARE MAKING AT FAA TO HANDLE THIS INCREASED RESPONSIBILITY.

WE HAVE REALIGNED OUR PROCUREMENT STRUCTURE. WE HAVE CREATED AN EXECUTIVE DIRECTOR FOR ACQUISITION WITH BROAD OVERSIGHT RESPONSIBILITIES. WE HAVE ESTABLISHED ACCOUNTABILITY WHERE THERE WAS NONE. WE HAVE SAID TO PROJECT MANAGERS: "HERE IS A CHECKBOOK AND A CALENDAR. WHEN THE PAGES IN EACH ARE GONE, SHOW US A PRODUCT...OR ELSE."

WE ARE GETTING OUR OWN HOUSE IN ORDER IN PROCUREMENT, PERSONNEL AND RULEMAKING. WE HAVE CREATED THE GUN. THE REAUTHORIZATION WILL GIVE US THE BULLETS.



BEFORE I LET YOU GO, I'D LIKE TO TOUCH ON ONE OTHER SUBJECT: THE REVISED ENFORCEMENT POLICY THAT WAS ANNOUNCED ON MARCH 27.

THIS PROGRAM WHICH AFFECTS AIR CARRIERS HAS GREAT POTENTIAL FOR PROMOTING COMPLIANCE AND IMPROVING SAFETY.

AS YOU KNOW, IN THE LATE 80'S, THE FAA BEGAN TO ENCOURAGE THE AIRLINES TO CONDUCT THEIR OWN INTERNAL AUDITS. WE REASONED THAT BY ENCOURAGING AIRLINES TO CONDUCT SELF-EXAMINATIONS AND FIND AND REPORT PROBLEM AREAS, WE WERE, IN EFFECT, EXPONENTIALLY INCREASING OUR SURVEILLANCE EFFORTS.

THIS WAS A GOOD START. BUT, SINCE THAT START, SOME CARRIERS HAVE EXPRESSED CONCERN THAT THE FAA PROCEEDED WITH ENFORCEMENT ACTIONS EVEN WHEN THE CARRIERS' OWN AUDIT TEAMS, NOT FAA INSPECTORS, DETECTED VIOLATIONS. CONSEQUENTLY, AS MIGHT BE EXPECTED, REPORTING NEVER HAS BECOME WIDESPREAD. THE PROCESS DIDN'T WORK.

AS A RESULT, WE HAVE LOST A POTENTIALLY VALUABLE SOURCE OF INFORMATION ON TRENDS AND COMMON PROBLEM AREAS WITHIN THE INDUSTRY.

SO, WITH THE SELF-EVALUATION PROPOSAL, WE WANT TO PROMOTE A SPIRIT OF COOPERATION--A NEW RELATIONSHIP WITH THE AVIATION INDUSTRY--SO THAT WE CAN WORK TOGETHER TO IDENTIFY AND CORRECT DEFICIENCIES BEFORE THEY ACTUALLY AFFECT THE SAFE OPERATION OF AIRCRAFT.

AS AN INCENTIVE, WE HAVE MADE THIS OFFER: DISCOVER AN INADVERTENT VIOLATION, CORRECT THE PROBLEM, REPORT IT PROMPTLY TO THE FAA, AND PUT IN PLACE A PERMANENT FIX ACCEPTABLE TO FAA TO MAKE SURE IT WILL NOT HAPPEN AGAIN, AND THE FAA WILL NOT PENALIZE YOU. IT'S THAT SIMPLE.

WE ARE ENCOURAGING THE AIRLINES TO FOCUS THEIR ATTENTION ON IMPROVING THE SAFETY AND EFFICIENCY OF THEIR OPERATIONS.

WE'D RATHER SEE THEM SPEND THEIR MONEY PRODUCTIVELY INSTEAD OF DEFENSIVELY. THAT WAY, WE ALL WIN.

THIS APPROACH IS VERY MUCH IN LINE WITH THE TOTAL QUALITY MANAGEMENT (TQM) CONCEPT THAT WE ARE PROMOTING WITHIN FAA AND WHICH HAS BEEN DISCOVERED IN MANY SEGMENTS OF AMERICAN INDUSTRY.



WHAT WE ARE TALKING ABOUT IS AN ATTITUDE, MORE THAN A PROCESS OR A PROGRAM. IT'S CONTINUALLY LOOKING FOR WAYS TO IMPROVE SERVICE AND SAFETY. ALL OF US IN THIS INDUSTRY , PARTICULARLY THIS INDUSTRY, MUST COMMIT TO QUALITY AND TO WORKING MORE CLOSELY TOGETHER IN OUR PURSUIT OF EXCELLENCE.

WE'VE GOT A LOT OF WORK AHEAD OF US. WE EACH HAVE OUR OWN ROLES TO PLAY. BUT THE SYNERGISM OF OUR INDEPENDENT EFFORTS WILL DETERMINE OUR COLLECTIVE SUCCESS OR FAILURE. I THINK THE FACT THAT WE ARE GATHERED HERE TODAY BODES WELL FOR OUR COLLECTIVE SUCCESS.

THANK YOU.

TALKING POINTS FOR  
ADMIRAL JAMES B. BUSEY  
ADMINISTRATOR  
FEDERAL AVIATION ADMINISTRATION  
DEDICATION OF THE FAA AVIATION  
SAFETY CENTER  
LAKELAND, FLORIDA  
APRIL 9, 1990

- \* IT'S GREAT TO BE HERE TODAY DURING THE SUN 'N FUN FLY-IN AND JOIN AVIATION BUFFS FROM LAKELAND AND AROUND THE COUNTRY.
- \* IT'S A MAGNIFICENT SHOW. I'M GLAD TO HAVE THE OPPORTUNITY TO BE PART OF IT.
- \* WE'RE HERE TODAY TO DEDICATE THE FAA AVIATION SAFETY CENTER.
- \* BUT IT'S MORE THAN A JUST A BUILDING. AND MORE THAN JUST A FLIGHT SERVICE STATION.

- \* IT'S PROOF THAT WHEN AVIATION ENTHUSIASTS, BOTH IN GOVERNMENT AND OUTSIDE OF GOVERNMENT, PULL TOGETHER AND COOPERATE, WE CAN MAKE VITAL CONTRIBUTIONS TO AVIATION SAFETY.
- \* THAT'S EXACTLY WHAT WE'RE CELEBRATING TODAY -- HOW WELL WE CAN WORK TOGETHER TOWARD A COMMON GOAL OF MAKING THE SKIES SAFER.
- \* THE SAFETY CENTER IS A COOPERATIVE EFFORT. IT'S HERE BECAUSE OF THE HARD WORK OF MANY PEOPLE, THE CITY AND COUNTY, AND A SPECIAL PARTNERSHIP BETWEEN THE FAA AND THE EXPERIMENTAL AIRCRAFT ASSOCIATION.

- \* NOT TOO LONG AGO, THE FAA AND EEA WORKED TOGETHER TO SET UP A SAFETY CENTER IN OSHKOSH. THE CENTER IS A BIG SUCCESS. I'M SURE THIS NEW LAKELAND CENTER WILL PROVE TO BE A SOUND AND VALUABLE INVESTMENT IN FLORIDA'S AVIATION FUTURE.
- \* I HOPE THIS SPIRIT OF COOPERATION CONTINUES. WHEN I BECAME FAA ADMINISTRATOR LAST SUMMER I MADE A SIMPLE PLEDGE -- TO OPEN UP THE LINES OF COMMUNICATIONS. TO LISTEN TO YOUR CONCERNS, IDEAS AND SUGGESTIONS. AND TO TELL YOU WHAT THE FAA IS DOING.
- \* SINCE THEN THE FAA, THE AVIATION INDUSTRY AND AVIATION GROUPS HAVE HAD PLENTY OF FRANK DISCUSSIONS.



- \* I'VE TALKED TO SCORES OF AVIATION GROUPS ACROSS THE COUNTRY. AND BELIEVE ME, I'VE GOTTEN AN EARFUL.
- \* WE HAVEN'T ALWAYS AGREED ON THE EXACT WAY OF DOING THINGS. BUT WE ALL SHARE THE SAME GOAL OF MEETING THE SPIRALING GROWTH OF AVIATION AND KEEPING OUR SKIES THE SAFEST IN THE WORLD.
- \* PART OF MY PLEDGE IS TO DO MORE THAN LISTEN. IF THERE'S A PROBLEM, THE FAA WANTS TO CORRECT IT. AND YOU KNOW, IT'S WORKING.
- \* HERE'S A GOOD EXAMPLE OF WHAT I'M TALKING ABOUT.

- \* I GOT REAMS OF COMPLAINTS ABOUT THE WAY THE FAA ENFORCED GENERAL AVIATION REGULATIONS. JUST ABOUT EVERY MAJOR GENERAL AVIATION USER GROUP AND COUNTLESS INDIVIDUALS JUMPED ON ME ABOUT IT. THEY SAID THEY WERE BEING TREATED UNFAIRLY; AND THEY SAID THEY WEREN'T GETTING THE SERVICES THEY NEEDED.
- \* WE DID SOMETHING ABOUT IT. AFTER A TOP-TO-BOTTOM REVIEW OF FAA'S ENFORCEMENT AND COMPLIANCE WE MADE CHANGES.
- \* WE NOW HAVE A NEW RELATIONSHIP WITH THE GENERAL AVIATION COMMUNITY.

- \* WE'RE NOT COMPROMISING SAFETY, WE INTEND TO BE FIRM BUT FAIR WITH GENERAL AVIATION. JUST LAST MONTH, I ANNOUNCED A NEW ACTION PLAN FOR OUR INSPECTORS THAT EMPHASIZED FLEXIBILITY AND MORE AVIATION EDUCATION.
- \* WE RESCINDED A RULE REQUIRING THE AUTOMATIC 60-DAY LICENSE SUSPENSION OF PILOTS WHO VIOLATE CONTROLLED AIRSPACE AROUND MAJOR AIRPORTS. INSPECTORS MAY NOW RECOMMEND LESSER PENALTIES AND REMEDIAL TRAINING.
- \* THE FAA IS MORE THAN AN ENFORCER. WE WANT TO HELP PEOPLE BECOME BETTER PILOTS, MECHANICS AND FLIGHT INSTRUCTORS AND REDUCE THEIR RISK OF ACCIDENTS.

- \* YOU'LL BE HEARING MORE ABOUT ONE OF OUR NEW SAFETY PROGRAM, BACK TO BASICS II, FROM THE FOLKS RIGHT HERE AT LAKE LAND'S AVIATION SAFETY CENTER.
- \* BACK TO BASICS II IS A FIVE-YEAR PROGRAM THAT KICKOFF IN FEBRUARY.
- \* OVER THE NEXT FEW YEARS, IT WILL PROVIDE 20 SAFETY PROGRAMS COVERING RECURRENT TRAINING FOR PILOTS AND MECHANICS IN AREAS WHERE HIGH NUMBER OF ACCIDENTS HAVE OCCURRED.



- \* THAT'S IMPORTANT BECAUSE MANY AVIATION ACCIDENTS ARE THE RESULT OF NO COMPLYING WITH, IGNORING OR NOT PRACTICING SIMPLE AND BASIC OPERATIONAL PROCEDURES.
- \* BACK TO BASICS II MEANS YOU'RE GOING TO SEE MORE FAA INVOLVEMENT IN MAINTENANCE SEMINARS.
- \* AND WE'RE WORKING WITH THE AVIATION INDUSTRY TO INCREASE THE NUMBER OF SAFETY PUBLICATIONS FOR PILOTS AND MECHANICS; ENCOURAGE THE INDUSTRY TO DEVELOP ITS OWN RECURRENT TRAINING PROGRAMS AND SPARK INTEREST IN YOUNG PEOPLE TO CHOOSE AVIATION CAREERS.

- \* AND, OH YES, KEEPING THOSE LINES OF COMMUNICATIONS HUMMING. DON'T FORGET THE AVIATION SAFETY REPORTING SYSTEM AND OUR SAFETY HOTLINE. THESE ARE WAYS YOU CAN TELL US AREAS WHERE SAFETY CAN BE IMPROVED. THE HOTLINE NUMBER IS 1-800-255-1111.
- \* I INTEND TO KEEP THEM UP AND RUNNING. DON'T HESITATE TO SPEAK YOUR MIND. I WON'T HESITATE TO SPEAK MINE.
- \* THANK YOU AND ENJOY YOUR NEW AVIATION SAFETY CENTER.

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TALKING POINTS: BUSEY AT SUN 'N FUN

APRIL 9

INTRODUCTORY REMARKS

- \* BEFORE I TOOK THIS JOB, PEOPLE TOLD ME BEING FAA ADMINISTRATOR WAS ALL WORK AND NO PLAY. APPARENTLY, THEY'VE NEVER <sup>heard</sup> OF SUN 'N FUN.
- \* AND I'M NOT GOING TO TELL THEM EITHER. THIS IS GOING TO BE OUR LITTLE SECRET.
- \* ONE OF MY FIRST PUBLIC APPEARANCES AFTER BECOMING FAA ADMINISTRATOR LAST SUMMER WAS AT EAA'S ANNUAL FLY-IN CONVENTION AT OSHKOSH. THAT WAS ANOTHER REALLY FUN EVENT AND SORT OF MY REINTRODUCTION TO GENERAL AVIATION.

- \* IN FACT, OSHKOSH WAS MORE LIKE TOTAL IMMERSION THAN A REINTRODUCTION. I NEVER SAW SO MANY AIRPLANES OR SO MANY PILOTS. I THOUGHT THE FLIGHT DECK OF A CARRIER WAS A BUSY PLACE!
- \* BELIEVE ME, I WAS VERY MUCH IMPRESSED. WHAT I SAW THERE <sup>and</sup> WHAT I SEE HERE TODAY MAKES ME VERY OPTIMISTIC ABOUT THE FUTURE OF GENERAL AVIATION. SURE THERE ARE PROBLEMS, BUT THESE PROBLEMS ARE MANAGEABLE WHEN THERE IS A SOLID COMMITMENT BY EVERYONE INVOLVED TO MAKE THINGS RIGHT.

- \* AND THE GENERAL AVIATION COMMUNITY HAS A SPIRIT THAT'S DOWNRIGHT INFECTIOUS. WHAT WE NEED TO DO NOW IS FIND BETTER WAYS TO SPREAD THAT VIRUS AROUND. WE'VE GOT TO GET MORE YOUNG MEN AND WOMEN INVOLVED IN AVIATION. THEY ARE THE FUTURE OF THIS GREAT INDUSTRY.

#### GENERAL AVIATION ENFORCEMENT REVIEW

- \* SECRETARY SKINNER WAS WITH ME AT OSHKOSH AND WE SHARED THE PODIUM AT ONE OF THESE "MEET THE BOSS" SESSIONS. WE USED THAT OPPORTUNITY TO ANNOUNCED~~X~~ JOINTLY THAT FAA WAS INITIATING A SPECIAL IN-DEPTH EVALUATION AND REVIEW OF ITS COMPLIANCE AND ENFORCEMENT PROGRAM.



- \* WHY? WELL, YOU KNOW WHY!
- \* WHEN I FIRST JOINED FAA, I MADE A CONCERTED EFFORT TO TALK TO AS MANY PEOPLE AS POSSIBLE IN ALL SEGMENTS OF THE AVIATION COMMUNITY. I WANTED TO OPEN UP GOOD, TWO-WAY COMMUNICATIONS. PARTICULARLY, I WANTED TO KNOW WHAT THEY PERCEIVED AS THE MAJOR PROBLEM AREAS AND HOW THEY WOULD GO ABOUT RESOLVING THEM.
- \* I QUICKLY DISCOVERED THAT GENERAL AVIATION OWNERS AND PILOTS ARE ANYTHING BUT A SHY AND RETIRING LOT. JUST ABOUT EVERY MAJOR GENERAL AVIATION USER GROUP AND COUNTLESS INDIVIDUALS JUMPED ON ME ABOUT FAA ENFORCEMENT. THEY SAID THEY WERE BEING TREATED UNFAIRLY.

- \* THEY ALSO COMPLAINED THAT THEY WEREN'T GETTING THE SERVICES THEY NEEDED AND -- MOST DISTURBING OF ALL -- EXPRESSED A GENERAL DISTRUST OF FAA.
- \* OUR REVIEW OF THE COMPLIANCE AND ENFORCEMENT PROGRAM TOOK SIX MONTHS AND I DON'T THINK I NEED TO GO INTO DETAIL FOR THIS CROWD. MANY OF YOU PROBABLY PARTICIPATED IN ONE OR MORE OF THE LISTENING SESSIONS THAT WERE HELD AROUND THE COUNTRY. I WANT ESPECIALLY TO THANK THOSE WHO DID. YOU SPOKE YOUR MINDS AND WE APPRECIATE THAT.
- \* I'M JUST THANKFUL THAT WE HAD THE FORESIGHT TO PROVIDE THE FAA PEOPLE WHO RAN THESE SESSIONS WITH FLAK JACKETS.

- \* I ANNOUNCED THE RESULTS OF OUR REVIEW ON MARCH 5 BEFORE A MEETING OF GENERAL AVIATION USER GROUPS IN WASHINGTON. THE BASIC CONCLUSION WAS THAT FAA NEEDS TO STRIKE A BETTER BALANCE IN ITS CARROT AND STICK APPROACH TO COMPLIANCE AND ENFORCEMENT.

(YOU'LL NOTICE, I CHOSE MY VEGETABLE VERY CAREFULLY THERE. I WAS GOING TO SAY "BROCCOLI AND STICK APPROACH"... BUT THOUGHT BETTER OF IT. WE REPUBLICANS STICK TOGETHER.)

- \* NOW NONE OF THIS MEANS THAT FAA PLANS TO ABDICATE ITS REGULATORY RESPONSIBILITIES. I WANT TO MAKE THAT VERY CLEAR.

- \* IN FACT, I CAN TELL YOU ONE AREA IN WHICH WE <sup>Are</sup> ~~RE~~ NOT PREPARED TO GIVE ONE INCH. THAT'S SUBSTANCE ABUSE BY PILOTS. OUR RECENT ACTION AGAINST A NORTHWEST AIRLINES FLIGHT CREW SHOULD UNDERSCORE THAT POINT.
- \* STILL, IN MOST AREAS, WE BELIEVE THAT PROMOTING VOLUNTARY COMPLIANCE THROUGH COMMUNICATIONS, TRAINING, COUNSELING, AND EDUCATION WILL BETTER SERVE THE INTERESTS OF AVIATION SAFETY IN THE LONG RUN THAN ANY GET-TOUGH, NO-EXCUSES, WIPE-THAT-SMILE-OFF-YOUR-FACE ENFORCEMENT POSTURE.

- \* THE PROGRAM ANNOUNCED ON MARCH 5 CONTAINS 34 ACTION PLANS, SOME OF WHICH WILL TAKE A LITTLE TIME TO IMPLEMENT BECAUSE OF THEIR COMPLEXITY OR OTHER REASONS. BUT, AS A FIRST STEP, I SIGNED AN ORDER THAT SAME DAY RESCINDING THE REQUIREMENT FOR A MANDATORY 60-DAY SUSPENSION OF PILOTS WHO VIOLATE TCA AIRSPACE. THE REASON: WE WANT TO RECLAIM THE FLEXIBILITY TO DETERMINE WHICH VIOLATIONS ARE INADVERTENT AND WHICH ARE DELIBERATE AND TO TAILOR OUR REMEDIES OR PENALTIES ACCORDINGLY.



\* SOME OF THE OTHER ACTION ITEMS INCLUDE:

- RE-ENERGIZING OUR ACCIDENT PREVENTION PROGRAM THROUGH THE APPLICATION OF ADDITIONAL RESOURCES,
- INITIATION OF A NEW FIVE-YEAR "BACK TO BASICS II" PROGRAM, AND
- ESTABLISHMENT OF NEW TRAINING COURSES FOR OUR INSPECTORS THAT WILL FOCUS ON ADDITIONAL MEANS FOR HANDLING COMPLIANCE AND CORRECTIVE ACTIONS.

\* LET ME CITE A FEW MORE EXAMPLES:

- WE ARE GOING TO LOOK AT WAYS TO SIMPLIFY THE RULES AND REGULATIONS TO ENHANCE UNDERSTANDING AND PROMOTE COMPLIANCE;
- WE PLAN TO IDENTIFY THOSE AREAS OF NON-COMPLIANCE WHICH WOULD BE BETTER HANDLED THROUGH ADMINISTRATIVE RATHER THAN LEGAL ACTION, AND
- WE INTEND TO ESTABLISH PROCEDURES TO EXPUNGE VIOLATIONS FROM PILOT RECORDS AFTER A REASONABLE PERIOD OF TIME.

## BACK TO BASICS II

- \* WITH 34 ACTION PLANS, I PROBABLY COULD STAND UP HERE ALL DAY. BUT THAT WOULD BE WHAT THE LAWYERS CALL "CRUEL AND UNUSUAL PUNISHMENT"... FOR YOU AND ME. SO LET ME NARROW MY FOCUS TO THE BACK TO BASICS II PROGRAM, WHICH I MENTIONED EARLIER.
- \* THIS FIVE-YEAR, GOVERNMENT-INDUSTRY PARTNERSHIP EFFORT ALREADY IS UNDERWAY AND IT'S BIGGER AND BETTER THAN BACK TO BASICS I.

- \* HOW SO? WELL, FOR ONE THING, WE'RE RUNNING PARALLEL PROGRAMS THIS TIME AROUND -- ONE FOR PILOTS AND THE OTHER FOR AVIATION MAINTENANCE TECHNICIANS. THAT MEANS THAT THOSE OF YOU WHO FALL INTO BOTH CATEGORIES AND WANT TO TAKE ADVANTAGE OF ALL THAT THESE PROGRAMS OFFER MAY HAVE TO GIVE UP YOUR BOWLING OR POKER NIGHTS.
  
- \* ALTHOUGH THE SCOPE AND CONTENT OF BACK TO BASICS HAS CHANGED, ITS PURPOSE HAS NOT. ON THE OPERATIONAL SIDE, THAT PURPOSE STILL IS TO REDUCE ACCIDENTS BY ENCOURAGING PILOTS TO FOLLOW SIMPLE, SAFE OPERATING PRACTICES AND AVOID MAKING THE KINDS OF DUMB MISTAKES THAT CAN GET A PERSON KILLED.

\* WE ALSO HAVE A NUMBER OF SECONDARY GOALS. LET ME RUN THROUGH THEM QUICKLY:

- INCREASE THE NUMBER OF PILOT AND MECHANIC SAFETY PUBLICATIONS.
- ENCOURAGE INDUSTRY TO DEVELOP THEIR OWN RECURRENT TRAINING PROGRAM.
- INCREASE FAA INVOLVEMENT IN MAINTENANCE SEMINARS.
- FOSTER AND ENCOURAGE YOUNGER PEOPLE TO CHOOSE A CAREER IN AVIATION.



- IMPROVE COMMUNICATIONS BETWEEN ALL MEMBERS OF THE AVIATION COMMUNITY.
- INCREASE THE NUMBER OF PILOT AND MECHANIC SEMINARS AND CLINICS.
- \* BACK TO BASICS I WAS AN EXTREMELY SUCCESSFUL EFFORT. DURING ITS THREE-YEAR LIFE SPAN, IT GENERATED MORE THAN 41,000 SAFETY MEETINGS AND SEMINARS THAT PULLED IN OVER 1.2 MILLION PARTICIPANTS.

- \* EVEN MORE IMPRESSIVE HAS BEEN THE SHARP DECLINE IN THE NUMBERS OF GENERAL AVIATION FATAL ACCIDENTS AND FATALITIES SINCE THE PROGRAM BEGAN IN 1986. THOSE ARE THE "BOTTOM LINE" NUMBERS, AFTER ALL.
- FATAL ACCIDENTS HAVE AVERAGED UNDER 450 ANNUALLY AND
- FATALITIES HAVE DROPPED EACH YEAR FROM 965 IN 1986 TO 763 IN 1989.

- \* MOREOVER, THESE NUMBERS HAVE BEEN COMING DOWN AT THE SAME TIME FLYING HOURS HAVE BEEN INCHING MODESTLY UPWARD. THIS FACT IS REFLECTED IN THE STEADILY IMPROVING FATAL ACCIDENT RATE FOR GENERAL AVIATION.
  - IT HAS GONE FROM 1.62 PER 100,000 AIRCRAFT HOURS TO 1.40 DURING THE 1986-89 TIME FRAME.
- \* SO WE MUST HAVE BEEN DOING SOMETHING RIGHT. NOT SURPRISINGLY, THEN, WE'VE DECIDED TO DO MORE OF IT AND DO IT EVEN BETTER.

- \* BUT BACK TO BASICS II IS NOT JUST A RERUN OF THE ORIGINAL PROGRAM. IT'S SOMETHING MORE. WE HAVE KEPT WHAT WORKS, DISCARDED WHAT DOESN'T AND ADDED NEW DIMENSIONS TO INCREASE THE SCOPE OF THE PROGRAM.
- \* AS I SAID, THE PROGRAM ALREADY IS UNDERWAY WITH THE CURRENT FOCUS ON THE CRITICAL PROBLEM OF AIRCRAFT ICING. IN JULY, WE'LL SWITCH TOPICS TO "TAKE-OFFS AND LANDINGS."

- \* OVER THE NEXT FOUR YEARS WE WILL BE COVERING THE FOLLOWING SUBJECTS, SPENDING SIX MONTHS ON EACH: HUMAN FACTORS, AIRSPACE, COMMUNICATIONS, NAVIGATION, WEATHER, AEROMEDICAL FACILITIES, FUEL MANAGEMENT AND DECISION MAKING.
- \* YOU WILL FIND HAND OUT MATERIAL WITH MORE INFORMATION ON BACK TO BASICS II ON THE SIDE TABLES.



NEW FAA BUILDING:

- \* BEFORE, OPENING THE FLOOR TO QUESTIONS, I WOULD LIKE TO WELCOME YOU ALL TO FAA'S FINE, NEW BUILDING, WHICH WE DEDICATED LESS THAN AN HOUR AGO.
- \* THE BUILDING IS VERY SIMILAR TO THE ONE WE OPENED AT OSHKOSH TWO YEARS AGO UNDER THE SAME KIND OF LEASE ARRANGEMENT WITH EAA. THAT BUILDING HAS PROVED TO BE ONE OF THE MOST POPULAR ATTRACTIONS ON THE OSHKOSH MIDWAY, ESPECIALLY WHEN IT'S RAINING. OF COURSE, IT NEVER RAINS IN LAKELAND -- NOT DURING SUN 'N FUN, ANYWAY -- BUT I WANT YOU TO KNOW WE'RE HERE FOR YOU ANYWAY.

- \* WE CALL THIS BUILDING THE FAA AVIATION SAFETY CENTER AND FOR GOOD REASON. IT NOT ONLY OFFERS MORE SPACE FOR OUR SAFETY FORUMS AND EXHIBITS BUT ALSO PROVIDES AN IMPROVED WORKING ENVIRONMENT FOR OUR TEMPORARY FLIGHT SERVICE STATION AND FLIGHT STANDARDS DISTRICT OFFICE. THAT, IN TURN, WILL TRANSLATE INTO IMPROVED SERVICE TO THE PILOTS ATTENDING THIS EVENT.

CONCLUSION:

- \* NOW IT'S YOUR TURN TO TALK... OR, AT LEAST, ASK QUESTIONS. AND DON'T WORRY ABOUT BRUISING MY FEELINGS. I HAD THE FORESIGHT TO BORROW ONE OF THOSE FLAK JACKETS I MENTIONED EARLIER.

A PHILOSOPHY OF MANAGEMENT  
Remarks by Admiral James B. Busey  
Administrator  
Federal Aviation Administration  
Before The Embry-Riddle  
Management Club  
Daytona Beach, Florida  
April 10, 1990

It's really great to be with you today. As you would imagine, the head of the FAA has to do a lot of public speaking. And I enjoy it. But the people I like to talk to the most are people like you -- people who love airplanes and have chosen aviation for a career.

I did the same thing when I was your age, and I've never regretted it. You won't either. You will face great challenges -- and you will earn great rewards.

We like to look back to the days of the Wright brothers and wonder at the tremendous changes aviation has brought to the world. In my lifetime, I have seen with my own eyes how aviation has literally transformed the world.

But I believe the changes we've seen so far are nothing compared to what's coming. Aviation is about to enter a golden age of expansion and progress. And all of you are going to be part of that, an important part.

Think about the great things that are just over the horizon -- an incredibly accurate, worldwide satellite communications and navigation system, hypersonic transports that can span the Pacific in just a couple of hours, VTOL aircraft that can fly directly from the center of one city to another, jumbo transports with maybe a thousand seats, and on and on.

Those changes, and many more we can't predict today, are coming. And, along with them will come unbounded opportunities for well-trained and highly motivated people like you. You can count on it.

Your generation will occupy the pivotal positions in aviation in the years ahead. In a very real sense, you'll be the managers of the transformation to the world of the future.

How will you do that? What kind of managers will you be? What kind of philosophy and style of management will you bring to the tasks ahead?

The way you answer those questions will largely determine how successful you'll be in your careers.

There are good managers and there are poor managers. I have some ideas about what makes a good manager, about the approach that he or she brings to the job, and that's what I'd like to share with you today.

I'll talk for a few minutes, and then I'll give you a chance to ask questions.

First, a bit of personal background that'll give you an idea about where I developed my management style. I joined the Navy as an enlisted man 38 years ago. A year later, I entered the Navy's aviation cadet program. And a year after that, I got my wings and a commission.

Last year, after 37 years in the Navy, I retired. Two days later I started a second career with the FAA.

Along the way, I earned a B.S. and an M.S. in management at the Naval Postgraduate School out at Monterrey, California. I learned a lot there. Certainly, we can all profit from a good formal education.

But I also think you'll discover -- as I did -- that your management style will really be shaped by the trial and error that comes from hands-on experience. And by working for all kinds of managers, both good and bad.

By observing your superiors, you can learn very quickly what a good management style is and how it achieves results -- and what a poor style is and how it turns people off and fails to get results.

I've watched both good and bad managers in my career, and it taught me a lot.

For one thing, I learned the value of an open mind.

I believe that when you join an organization as a manager you should have the philosophical attitude that lets you accept the structure as you find it.



You don't pre-judge the organization or the people. You don't come in with a negative view. You don't come in with a pre-set agenda or a lot of flashy ideas about how you're going to change things. Changes, if necessary, come only later, after you've had a chance to study the organization and its people.

The idea is to work from within the organization, slowly, with a great deal of patience. You accept the organization as you find it.

And you accept the people as you find them too. You take the time to get to know them, to get to know their gifts and skills. And you don't move them to new jobs or assignments until you really understand what they can do well. Then you can move them, if that's what's needed to utilize their skills better, to make them and the organization more productive.

At the same time, you work to get your people to buy into your ideas. You want them to think of an idea as their idea, because then they'll do almost anything to accomplish the objective.

You can't get them to buy in if you dogmatically insist that your view must be adopted blindly, without thought or discussion. Rather, you lead people by a process of reasoning to the point where they adopt the idea as their own, where they accept it with enthusiasm.

When that happens, there's almost nothing that can keep them from reaching the goal. And when they do reach it, you make sure to give them the credit for doing it.

As far as I'm concerned, this is the real challenge of leadership: To get people to buy into an idea, to think of it as their own, and then, when the goal is reached, to give them full credit.

Only a good manager can do all of that well. It takes patience. It takes skill. And it takes a willingness to let other people get the credit.

Wise old Ben Franklin first discovered the magic of this technique when he was raising money for the country's first public library. He didn't get much when he said it was his idea. But he succeeded when he gave the credit to others. And he used this technique many times in his long career.

Franklin didn't worry about who got the praise. As he said in his biography: "The present little sacrifice of your vanity will afterward be amply repaid."

To Franklin, the goal was all-important. Everything else was secondary.

And that brings me to another principle of good management: Once you've set the goal, and your people have taken ownership of the idea, then you must give them the authority and the responsibility to do the job. You must get out of the way and let them do it.

You don't tell them how to do it. You tell them what to do. And then you let them do it.

It works. Believe me, it works.

I saw it many times in Vietnam. You can't expect a wingman in combat to protect you from some threat that's coming from six o'clock if he doesn't feel like he's a full, participating, voting member of the team.

Now if you want people to feel like they're on your team, you must show your trust in them, you must show them that you respect their ability and that you want them to use their skills in the best way they can. That means you must preserve their initiative, their freedom of action.

I saw a number of instances in Vietnam where senior officers expected their people to become virtual automatons, acting with little freedom and no thought. They'd tell the wingman, "you just stay locked on me, don't think, don't do anything else, and when you see the bombs come off my airplane, you get yours off too."

Well, that didn't work. You've got to bring people in, get them on your side, make them full participating members of the team, get them to buy into the whole idea -- and then give them FREEDOM OF ACTION.

I must say, however, that sometimes we didn't have that full freedom in Vietnam. And that's why many of us who survived Vietnam, and got on up to higher rank, worked to change the rules of engagement.

As you know, under our Constitution the military reports to the civilian leadership of our government. That's the way it should be and, I hope, always will be.

In essence, what we said to our civilian leaders was this:

"When you get ready to use military power, get our advice and counsel, go over the plan with us, let us know specifically what it is you want us to do, and we'll tell you what we think is the best way to do it. Then, once you decide you're going to use military power, turn it loose to the commander on the scene and let him execute. That's what he's trained for."

And I'm glad to say, generally speaking, that's the way the system operates today -- which really just means that the government is practicing the kind of good management principles I've been talking about:

- know your peoples' strengths, put them in the right jobs, get them to buy into the goal, give them the freedom to achieve it, and give them the credit when they do.

Really just good management, that's all -- which is what I tried to practice when I took over the command of the Naval Air Systems Command.

This organization buys all the aviation-related equipment in the U.S. Navy -- from the aircraft to the avionics gear that goes in the aircraft, to the test equipment that maintains the aircraft and the avionics, to the bombs, the guns, the missiles, to all the spare parts, and everything else.

I took over with no pre-set plan of reform, no flashy ideas designed to get a lot of attention. I took my time, learned about my people, and studied the organization and how it operated.

It wasn't very long before I realized I had inherited an over-layered, heavily bureaucratic structure. We had contracts that were running late because there were too many people who could only say "no" and not enough who could say "yes."

There were layers of bureaucrats that were imposed on top of program managers -- and everyone in the layer was very quick to tell the program managers "No, you can't do it that way." There was no one around who would say "Yes, go ahead."

So our poor program managers were just being stifled and burdened to the point where they couldn't execute their procurement programs the way they should.

I realized that if we wanted the work to flow smoothly and on time, we had to carve away those non-productive bureaucratic layers. We had to get them out of the way. And that's exactly what we did. We changed the structure and streamlined the whole process.

At the same time, we gave the program managers the responsibility and the authority to make decisions. We gave them the freedom to take some risks, the freedom to make mistakes. And we made them accountable for their decisions.

It took a long time to get it all in place, but the guys who succeeded me kept it rolling. It was institutionalized. They didn't see a need to change it.

And it rolled right along. Five years after I left, the Naval Air Systems Command got an award as the best performing acquisition organization in the Department of Defense.

I did the same thing in the NATO command in southern Europe.

In fact, I've tried to do that all my career. And it's what I'm doing now at the FAA, where we're still in the buy-in phase. Too early to talk about results. But we'll have them, eventually.

Well, to summarize the seven main principles of my style of management:

- \* You have no pre-set agenda for change.
- \* You take the time to get to know the organization and the people.
- \* You put the people in jobs they can do well.
- \* You get them to buy into your ideas.
- \* You give them the authority and responsibility they need to do the job.
- \* You hold them accountable, but you stand out of the way and let them do it.
- \* And, finally, you give them credit for reaching the goal.

As you can see, there are no secrets. It's all just common sense.

It's worked for me in my career. And I think it'll work for you too.



Remarks for Admiral James B. Busey  
Administrator  
Federal Aviation Administration  
1990 North Carolina Airport Association  
Ashville, North Carolina  
April 11, 1990

No one can come to North Carolina to talk aviation without remembering that is the state where flight began.

What the Wright Brothers accomplished at Kitty Hawk almost 90 years ago is still a source of wonderment and inspiration to school children and their parents alike.

If anything, their achievements seem even more remarkable today. So it's quite appropriate, I think, to pause from time to time and acknowledge our debt to Orville and Wilbur Wright. Their genius helped to make America great in the 20th century and their legacy can help us maintain our preeminence in the century ahead.

The Wrights came to North Carolina because they were told that conditions on the Outer Banks were ideal for the purpose they had in mind.

In a sense, then, nothing has changed because conditions in North Carolina still are highly favorable to the growth and development of aviation. Thanks to deregulation, both Charlotte and Raleigh-Durham have become major airline hubs. Moreover, their futures appear to be even brighter than their recent pasts.

FAA's latest "Aviation Forecasts" project that flight operation at Charlotte will increase from the Fiscal Year 1988 base of 405,000 to 585,000 in Fiscal Year 2005. Passenger enplanements, meanwhile, will rise from 7.6 million to 14 million.

We'll see even faster growth rates at RDU. Operations will just about double, reaching approximately 500,000 in FY 2005 with the airlines accounting for almost two-thirds of that total.

What is happening in North Carolina, of course, is part of a national phenomenon touched off by the passage of the Airline Deregulation Act a dozen years ago. And there is no end in sight.

In another dozen years, our forecasters expect the large airlines and commuters combined will be carrying over 800 million passengers. That's an increase of close to 70 percent over last year's total.

Not surprisingly, these kinds of numbers have a great many people concerned about airport capacity.

We already are feeling the effects of this capacity crunch at major U.S. airports. Delays currently are costing the airlines and air travelers in the neighborhood of \$5 billion a year.

We also have 21 primary airports experiencing more than 20,000 hours of airline flight delays annually and the number could go to 39 by 1997 unless capacity improvements are made. Among the airports projected to join this not-so-prestigious club are Charlotte Douglas and RDU.

Still, I am perhaps more optimistic than many people on this subject. I simply don't buy the doomsday "gridlock" scenarios. These scenarios all assume that we're going to sit around on our hands and do nothing. It's just not going to happen.

That message came through loud and clear in the Statement of National Transportation Policy released by Secretary Skinner on March 8. This document cautions Americans that we must expand our transportation system if we want to remain strong and competitive.

The policy also reaffirms the Federal Government's leadership role in meeting the Nation's transportation challenges but emphasizes that even Uncle Sam's "deep pockets" have limits. The key word in the policy is "partnership" because it makes clear that everyone who has a stake in efficient transportation must participate in and contribute to the process.

As far as aviation is concerned, the policy's major short-term goal is enactment of the five-year reauthorization bill that went to the Congress on March 19. Officially known as the "Airport and Airway Expansion Act of 1990," the bill is designed to keep revenues flowing into the Aviation Trust Fund and to ensure their continued availability for major capital investment programs and research and development activities.



Perhaps the major innovation in the bill -- and certainly the one of greatest interest to this audience -- is the provision that would authorize airports to collect a Passenger Facility Charge to fund capital improvement projects. There also is a provision that would expand and extend the State Block Grant program in which North Carolina is a participant. However, before discussing these programs, let me mention some of the other provisions.

We are very pleased that the bill would further strengthen the FAA procurement process which has been a major goal of mine since my first day on the job. For example, the bill would give the FAA Administrator new authority on "sole source" contracts as well as provide for the award of multi-year procurement contracts and long-term leases.

These changes would be in addition to numerous internal improvements either already made or underway to strengthen and streamline the agency's procurement, personnel, and regulatory procedures. Taken together, these actions reflect a new working relationship that has been forged over the past year between FAA and its parent organization, the Department of Transportation.

It's a relationship that gives the FAA Administrator greater autonomy in operational matters and, at the same time, recognizes the appropriate policy and oversight responsibilities of the Secretary.

These management reforms are particularly critical at this juncture because the reauthorization bill calls for significant increases in the funding of aviation programs over the next five years, particularly in the capital improvements area. It's, therefore, incumbent upon FAA to manage these resources wisely and well.

- \* The largest spending increase would be in the area of Facilities and Equipment, or F&E, with the money used to fund airway modernization programs such as the Advanced Automation System, terminal Doppler radar, airport surveillance radar, and the microwave landing system. Funding would total \$13.5 billion over the five-year life of the bill (FY 1991-95), an increase of 130 percent over the past five years (FY 1986-90).
- \* Spending for Research, Engineering & Development, meanwhile, would increase about 13 percent, totalling just under \$1 billion for the five-year period. One of our top priorities in the RE&D area is strengthening airport security against the twin threats of hijacking and terrorism.

- \* The bill also calls for increasing Federal funding for the Airport Improvement Program in addition to authorizing airport operators to collect Passenger Facility Charges. Over the next five years, AIP spending would increase 28 percent when compared with the preceding five years. The total would be \$7.7 billion.

In all, the aviation budget for capital improvements would increase 73 percent in the FY 1991-1995 period. This increase would be funded through (1) moderately higher user charges on the order of 20 to 25 percent, and (2) spending down the current uncommitted balance in the Airport and Airway Trust Fund.

Now no one, of course, likes to hear that costs are going up. But the truth is that the total money collected each year under the present aviation user fee schedule does not cover the Federal government's outlay for aviation.

During the current fiscal year, for example, the government expects to collect \$3.2 billion in user charges and spend \$7.1 billion on aviation. The shortfall will have to come out of the Treasury's general fund which, anyway you slice it, represents a Federal subsidy of aviation.

Moreover, over the past eight years, only about 57 percent of the FAA budget has been funded from the Trust Fund primarily because of legislative limitations on spending this money to pay for the operation and maintenance of the air traffic control system. That's the major reason we have a large uncommitted balance -- the so-called "surplus" -- in the Trust Fund. In short, we've been guilty of "robbing Peter to pay Paul."

The reauthorization bill would allow us to spend down this uncommitted balance by drawing 85 percent of FAA's annual budget from the Trust Fund account. It also would remove the current limitations on the use of Trust Fund money for operational expenses.

As previously mentioned, the bill also provides for expansion of the State Block Grant Program from the current three participants -- North Carolina, Missouri, and Illinois -- to as many as 10. The life of the program would be extended as well -- through FY 1995.

We have very high expectations for this "Partnership" program, although it's still too early to pass judgment. In the case of North Carolina, we have given the state all but \$656,000 of its FY 1990 grant of \$7.63 million. We expect to allocate the remainder in June. North Carolina can look for a corresponding grant in FY 1991.

Getting back to the subject of Passenger Facility Charges, we estimate that PFC's could put \$1 million or more annually into the hands of airport operators for construction and modernization projects with a minimum of Federal red tape and interference.

In addition, airport operators would have more flexibility in spending PFC revenues than they now do with AIP funds. For example, the money might be applied to groundside enhancements to help passengers get to and from the airport.

Regulations governing the imposition, collection and use of these fees would be required within one year of the bill's enactment. Pending adoption of these rules, airport operators would be limited to a \$3 maximum charge, revenues could not exceed project costs, and PFC money could be used only for AIP-approved projects.

There is one slight "catch." Airports imposing PFC's would forego a portion of their entitlement funds at a rate of fifty cents for each dollar collected. But that's still a two-for-one tradeoff. Moreover, the surrendered funds would be credited to the AIP discretionary account for allocation to major capacity enhancement projects and also to smaller airports not benefitting from PFC's.

But even with the additional revenues from higher user fees and PFCs, getting new airports and new runways built where we need them will remain a major challenge. Recognizing this, FAA increasingly has been emphasizing a systems approach to capacity enhancement.

This approach is reflected in the creation of a government-industry Capacity Enhancement Task Force as well as a number of internal FAA organizational changes. I might mention, since I have this opening, that we currently are reviewing a study on airport privatization done by a working group of the Capacity Enhancement Task Force.

The study successfully identified numerous issues that must be resolved before FAA/DOT could endorse the transfer of publicly owned and operated airports into private hands. These include the proper use of Federal funding and protecting the legitimate interests of the airport users.

On the subject of improving airspace utilization, let me say a few words about Special Use Airspace.

FAA and the Department of Defense have been working closely together on this often contentious issue with the stated goal of accommodating military training requirements without unduly penalizing civil operators. You may remember that FAA-DOD published a joint report on the subject last Fall that contained eight recommendations for advancing this goal.

North Carolinians, of course, are particularly sensitive to this issue because of the many military installations located in this area. There still are several matters pending, but I'm happy to report our air traffic organization just signed off on a final rule for changes to restricted airspace in the area of Albermarle Sound.

This issue dates from a 1985 notice of proposed rulemaking that generated almost 300 written comments. As a result of the concerns expressed in these comments and at public meetings, numerous changes were made in the original proposal. We believe the final rule represents a fair compromise. It becomes effective May 3.

An excellent example of how technology can help relieve our capacity problems is the demonstration program currently underway at the Raleigh-Durham Airport using precision runway monitoring equipment. We believe this program will lead to significant capacity increases at many of the Nation's airports by promoting more efficient utilization of closely-spaced parallel runways as well as other runway configurations.

We all know what happens now to capacity in instrument weather at airports, like RDU, that have parallel runways which do not meet the current 4,300-foot separation criteria for simultaneous, independent instrument operations. With the loss of visual separation, controllers have to stagger arrivals to the two runways to ensure adequate spacing in the event one or both aircraft stray off course. The result is a sharp drop off in the airport's acceptance rate that can be as much as 50 percent, depending on runway configurations.

However, there are better ways to do it and we are evaluating one approach at RDU. The Precision Runway Monitor uses a electronic scanning radar that can provide controllers with as many as two updates a second on aircraft position. This compares to the four-to-five second sweep of conventional airport surveillance radars.

With this near real-time traffic information, controllers monitoring parallel approaches can react almost instantaneously to any actual or projected violations of the no-transgression zone between the runways and initiate corrective action.

After several setbacks, we also are moving ahead with the microwave landing system which has the greatest potential for increasing airport capacity of all the 100 or so programs in the National Airspace System Plan.



We just awarded a contract for two off-the-shelf Category I MLS systems that will be installed at Chicago Midway and New York's JFK Airport, respectively. We plan to buy as many as 26 additional units for a demonstration program that we believe will establish conclusively the operational and economic benefits of MLS.

However, to bring all of these plans to fruition we need adequate funding. That's why approval of the Reauthorization bill is so critical. Unless Congress acts expeditiously, Trust Fund spending for F&E and RE&D will be cut off after September 30 and the user fees, themselves, will expire at the end of December.

I think we all would do well to remember what Secretary Skinner wrote in his forward to the National Transportation Policy Statement: "An investment in transportation is an investment in America's future. No industry in the Nation is more important to U.S. economic growth and international competitiveness than transportation."

This certainly is not the time for timidity or indecision. The 1990s offer unparalleled challenges and opportunities for aviation. Like the Wright Brothers at Kitty Hawk, we must be prepared to seize the moment.

Thank you!

Talking points for  
Admiral James B. Busey  
Administrator  
Federal Aviation Administration  
Aerospace Laurel Awards Dinner  
Decatur House, Washington, DC  
April 18, 1990

(Introduced by Donald E. Fink, Editor-in-Chief, Aviation Week & Space Technology.)

Good evening ladies and gentlemen.

America is a land founded by heroes. We like heroes, we look up to heroes.

In aviation we don't have to look very far to find our heroes.

In my judgment, some very wonderful qualities came together, on the afternoon of July 19, when United flight 232 needed all the help and teamwork it could get.

There's no way we can train pilots or flight crews, in advance, for every possible emergency. There are too many uncontrollable variables that can happen -- variables we can't predict, situations we can't imagine.

But when those situations, and emergencies do happen, we are indeed fortunate to have the confidence to rely on the experience, the wisdom, the skill, the training, the teamwork and personal dedication of our pilots and flight crews.

As Administrator of the FAA, and on behalf of the FAA, I'm proud tonight to present the Aviation Week Aerospace Laureate Award for the Operations Category to the Flight Crew of United #232.

Captain Al Haynes, Captain Dennis Fitch, and 1st Officer William Records. 2nd Officer Dudley Dvorak is unable to be with us tonight.

Gentlemen, your aviation brotherhood salutes you, your nation salutes you--and we thank you for being the professionals you are.



-2-

Please join me here.

Captain Al Haynes--Pilot-In-Command

Captain Dennis Fitch--Check Pilot and Throttle Man

1st Officer William Records

(2nd Officer Dudley Dvorak)

REMARKS FOR  
FAA ADMINISTRATOR JAMES B. BUSEY  
ASR-9 DEDICATION  
SALT LAKE CITY, UTAH  
MONDAY, APRIL 23, 1990

THANK YOU VERY MUCH. IT'S A PLEASURE TO BE WITH YOU TODAY.

THE NEW ASR-9 RADAR WE ARE DEDICATING HERE TODAY IS AMONG THE FIRST OF ALMOST 100 OPERATIONAL UNITS TO GO ON LINE IN THE UNITED STATES.

IT'S ONLY FITTING THAT SALT LAKE CITY SHOULD BE ONE OF THE FIRST TO RECEIVE THIS NEW GENERATION RADAR. SALT LAKE CITY HAS BEEN A MAJOR CENTER OF ACTIVITY FOR AVIATION AND THE FAA.

WITHIN THE SALT LAKE AREA, FAA HAS AN AIR TRAFFIC CONTROL TOWER, AN ENROUTE CENTER AND ONE OF ONLY TWO SWITCHING FACILITIES IN THE ENTIRE COUNTRY. SO, THE ASR-9 RADAR REPRESENTS ANOTHER STEP IN FAA'S COMMITMENT TO PROVIDING QUALITY AVIATION SERVICE TO PILOTS IN THIS AREA.

USING AERONAUTICAL DATA GATHERED FROM THIS ANTENNA SITE, THE RADAR CONTROL FACILITY AT SALT LAKE CITY WILL PROVIDE APPROACH AND DEPARTURE SERVICES FOR THE WASATCH FRONT AREA FROM AS FAR SOUTH AS PROVO MUNICIPAL AIRPORT TO BRIGHAM CITY MUNICIPAL AIRPORT IN THE NORTH. THE RADAR WILL SERVE FOUR AREA AIRPORTS INCLUDING SALT LAKE CITY INTERNATIONAL AIRPORT.

I WANT TO TAKE THIS OPPORTUNITY TO SALUTE THE FAA PERSONNEL HERE AT SALT LAKE CITY. THERE IS A LOT OF PRELIMINARY WORK THAT GOES INTO THE IMPLEMENTATION OF A MAJOR SYSTEM LIKE AN ASR-9, PARTICULARLY IN THE AREA OF STAFFING AND TRAINING.

FOR SEVERAL MONTHS, CONTROLLERS HERE AT SALT LAKE WENT THROUGH TRAINING IN ADDITION TO HANDLING THEIR REGULAR DUTIES. SO, WHEN THE ASR-9 WAS TURNED ON, THEY WERE FULLY PREPARED TO OPERATE THE SYSTEM IMMEDIATELY TO PROVIDE IMPROVED QUALITY SERVICE TO PILOTS IN THE AREA.

I ALSO WANT TO THANK THE COMMUNITY OF SALT LAKE CITY FOR HELPING TO MAKE THIS CEREMONY POSSIBLE TODAY AND FOR THE SUPPORT IT AND THE SURROUNDING COMMUNITIES HAVE GIVEN THE FAA OVER THE YEARS.

PEOPLE EVERYWHERE IN THE WORLD LOOK TO AMERICA FOR AERONAUTICAL EXCELLENCE. WE'VE SHOWN HOW AVIATION CAN CREATE JOBS, RAISE THE STANDARD OF LIVING, AND STRENGTHEN THE NATIONAL ECONOMY. WE'VE ALSO SET THE WORLD STANDARD FOR SUPERB AIR TRAFFIC CONTROL PROCEDURES AND TECHNOLOGY.

AMERICA'S AIR TRANSPORT SYSTEM HAS LONG BEEN RECOGNIZED AS THE BEST IN THE WORLD. WE'VE BEEN THE AVIATION LEADERS EVER SINCE THE WRIGHT BROTHERS DID THEIR THING.

NOW, IN THESE FINAL YEARS OF THE 20TH CENTURY, WE'RE CONFRONTED BY THE CHALLENGE OF MAINTAINING OUR EXCELLENCE IN THE AIR.

AND THAT'S WHY THE DEDICATION OF THIS NEW RADAR SYSTEM IS SO SIGNIFICANT. IT MARKS A MAJOR ADVANCE IN THE FAA'S MULTI-FACETED EFFORT TO ENSURE THAT AMERICA CONTINUES TO ENJOY THE WORLD'S SAFEST, MOST EFFICIENT AIR TRANSPORT SYSTEM.

LET'S TAKE A CLOSER LOOK AT THIS CHALLENGE.

AVIATION IS OUR PRIMARY LONG-DISTANCE MASS TRANSPORT SYSTEM. YOU JUST CAN'T OVERSTATE ITS IMPORTANCE. IT AFFECTS EVERY AMERICAN AND EVERY BUSINESS IN AMERICA. OUR ECONOMIC STRENGTH, OUR COMPETITIVENESS IN WORLD MARKETS, AND OUR STANDARD OF LIVING -- ALL DEPEND ON AN EFFICIENT, PRODUCTIVE AIR TRANSPORT SYSTEM.

SO IT'S NOT SURPRISING THAT WE'RE WITNESSING AN EXPLOSIVE GROWTH IN COMMERCIAL AVIATION. THE NUMBER OF AIRLINE PASSENGERS HAS MORE THAN DOUBLED IN THE LAST TEN YEARS. WE'LL HAVE NEARLY A HALF-BILLION PASSENGERS THIS YEAR, AND, BEFORE THE YEAR 2010, IT WILL REACH A BILLION.

WITH HUNDREDS OF MILLIONS OF ADDITIONAL PASSENGERS COMING THROUGH THE GATES IN THE YEARS AHEAD, WE'VE GOT OUR WORK CUT OUT FOR US. WE'VE GOT TO MAKE SURE THE SYSTEM CAN MEET THESE INCREASING DEMANDS.

AND THAT'S A TASK THAT WILL BE SHARED BY EVERYONE WHO HAS A STAKE IN THE HEALTH OF AVIATION IN THIS COUNTRY. AS I'VE SAID, THAT INCLUDES JUST ABOUT ALL OF US. AND IT INCLUDES ALL LEVELS OF GOVERNMENT TOO.

IF WE FAIL, WE COULD END UP WITH A SECOND-CLASS AIR TRANSPORT SYSTEM THAT WOULD RAISE THE COST OF TRAVEL FOR EVERYONE AND PUT AMERICAN BUSINESS BEHIND THE EIGHT BALL IN WORLD MARKETS.

BUT LET ME ASSURE YOU, THAT'S NOT GOING TO HAPPEN. WE'VE GOT THE BEST AIR TRANSPORT SYSTEM IN THE WORLD, AND WE'RE GOING TO MAKE SURE IT STAYS THAT WAY.

TO GET THAT JOB DONE RIGHT, WE'RE GOING TO RELY HEAVILY ON HIGHLY ADVANCED TECHNOLOGY LIKE THE NEW AIRPORT SURVEILLANCE RADAR WE'RE DEDICATING HERE TODAY.

OVER THE NEXT THREE YEARS, WE'LL BE INSTALLING THESE NEW RADARS AT 96 MAJOR AIRPORTS AROUND THE COUNTRY. IN ALL, WE'LL BE INVESTING ABOUT \$470 MILLION DOLLARS IN THIS PROGRAM.

NOW THAT'S A LOT OF MONEY. BUT WE'RE GOING TO GET A LOT FOR IT. WE'RE BUYING A QUANTUM LEAP FORWARD IN RADAR CAPACITY -- A LEAP THAT WILL MEAN GREATER SAFETY FOR EVERYONE WHO FLIES.

FOR THE FIRST TIME, FOR EXAMPLE, OUR CONTROLLERS WILL BE ABLE TO SEE AIRCRAFT AND WEATHER CONDITIONS ON THE SAME RADAR SCOPE, SOMETHING THAT WAS IMPOSSIBLE WITH THE OLD RADAR. THEY'LL BE ABLE TO DIRECT AIRCRAFT AROUND DANGEROUS WEATHER WITH FAR GREATER PRECISION THAN THEY CAN TODAY.

THE NEW RADAR IS ALSO INCREDIBLY ACCURATE. IT CAN DETECT AND TRACK SMALL AIRCRAFT THAT OFTEN CAN'T BE SEEN ON TODAY'S SCOPES. AND, WITH TWO OPERATING CHANNELS, ONE OF WHICH WILL ALWAYS BE ON STANDBY, READY TO TAKE OVER IF THE OTHER FAILS, IT WILL BE A LOT MORE RELIABLE, TOO.

SO, THIS RADAR WILL REDUCE THE RISK OF MIDAIR COLLISIONS AND WEATHER-RELATED ACCIDENTS, AND I THINK THAT'S A BOTTOM-LINE PAYOFF THAT'S WELL WORTH THE INVESTMENT.

THE NEW SYSTEM IS A MAJOR COMPONENT OF A \$15.8 BILLION DOLLAR MODERNIZATION PROGRAM THAT WILL LEAD US TOWARD THE AIR TRAFFIC SYSTEM WE'RE GOING TO NEED IN THE 21ST CENTURY.

IT'S GOING TO TAKE A LOT OF MONEY. IT'S GOING TO TAKE A LOT OF CREATIVITY. AND IT'S GOING TO TAKE A LOT OF WORK. BUT IT WILL BE WORTH IT, BECAUSE IT'S GOING TO ENSURE THAT AMERICA CONTINUES TO HAVE THE SAFEST AND MOST PRODUCTIVE AVIATION SYSTEM IN THE WORLD. THE RADAR SYSTEM WE'RE DEDICATING TODAY IS A GIANT STEP TOWARD THAT WORTHY GOAL.

IN CLOSING, I WANT TO NOTE THAT WE WOULDN'T BE HERE TODAY WERE IT NOT FOR THE TEAMWORK OF A LOT OF VERY TALENTED PEOPLE -- TECHNICIANS, ENGINEERS, MANAGERS, CONTROLLERS, AND MANY OTHERS -- IN THE WESTINGHOUSE CORPORATION AND IN THE FAA. AND I WANT TO TAKE THIS OPPORTUNITY TO CONVEY MY APPRECIATION AND THANKS TO ALL OF YOU WHO HAVE CONTRIBUTED SO MUCH TO THIS PROGRAM.

TALKING POINTS FOR  
FAA ADMINISTRATOR JAMES B. BUSEY  
MARCHING & CHOWDER SOCIETY  
U.S. CONGRESS  
WASHINGTON, D.C.  
APRIL 25, 1990

- o I am pleased to have this opportunity to be with you, and I want to thank Congressman Bill McCollum for inviting me.
- o It's not often I get a chance to speak to a group with such a homogeneous political background.
- o I will discuss a few subjects that I thought would be of particular interest to you, then leave some time for questions.
- o First and foremost, of course, is the proposed "Airport and Airway Expansion Act of 1990," or the reauthorization bill that we sent up on March 19.
- o This is a five-year 22 billion dollar plan to boost airport and airway capacity, increase safety and keep the air traffic and navigation system modernization program on track.
- o As I don't have to tell you, this proposal has caused a stir in some offices here on Capitol Hill and in some parts of the industry.
- o There's no question--it's a bold, controversial proposal that attacks some sacred cows.
- o We are asking for multi-year authorizations, substantial increases in program authorizations, passenger facility charges and higher user fees.
- o We could have sent up a safer, more modest proposal, but this is not the time for "business as usual. We have some serious challenges facing us and we had better face them now or things will only get worse.
- o Let me try to give you some perspective on the importance of moving quickly on this bill.
- o Today, we don't have a crisis--we have a problem and a challenge. The problem is too much congestion and delay at some airports.



- o Today, twenty-one of our major airports are severely congested. If we do nothing, however, that number will jump to 40 in the next eight years.
- o The air carriers now transport about 450 million passengers annually. By the year 2000, that number will jump to almost 800 million a year--or almost two passengers for every one we have today. And it is expected to reach one billion before the year 2010.
- o We must develop more system capacity. It's that simple--and we must do it now. It's not a job FAA can do by itself with more sophisticated software or by tinkering with procedures or adding more controllers.
- o Developing more system capacity is going to take a lot of money, and a lot of political courage to do what's necessary to get the job done.
- o One of the controversial features of the bill is the removal of the Federal prohibition against a passenger facility charge (PFC).
- o What we aim to accomplish through this measure is to encourage user fee support of transportation and to provide a source of funds that would supplement those available through the Federal budget process.
- o This is not a transfer of financial responsibility from the Federal government to local governments, as some would paint it. Federal support would continue.
- o According to our estimates, if the top 50 airports levied a \$3 passenger facility charge, they would collect more than \$1 billion in revenues each year.
- o That in turn would make another \$300 million available in discretionary funds that could be used for major capacity enhancement projects and for smaller airports that would not benefit from a PFC.
- o The aviation industry, the Congress and the Administration have all been seeking ways to increase funding for aviation needs. We think this is a good way to do it.
- o Now, let me speak for a moment about the provision that would allow a larger share of FAA's budget to be paid out of the Trust Fund.
- o It's interesting to note that when Congress established the Aviation Trust Fund in 1970, they anticipated that the Trust Fund would fund a major portion of FAA's total budget.



- o Initially, there was no limit, and in FY 1972, Congress appropriated 88 percent of FAA's total budget from the Trust Fund.
- o That changed. Still, since 1977, Congress has consistently authorized FAA operating and maintenance expenses to be supported by the Trust Fund.
- o Authorized levels have regularly run about 70-75 percent, with actual appropriations lower than that--about 55 percent--mainly because of the penalty provision.
- o So, the reauthorization proposal does not represent a philosophical departure from the intent of Congress in passing the original legislation setting up the Trust Fund.
- o There is a feeling in some quarters that FAA is not using the Trust Fund monies for capital improvements, but rather allowing the surplus to build up until Congress allows us to use more of it for operating costs.
- o In fact, capital spending has grown significantly over the past eight years. Between 1982 and 1990, FAA's annual capital and research funding has increased from \$780 million to \$3.3 billion. The trust fund has funded 100 percent of these costs.
- o During that same period, FAA's Operations budget has increased from \$2.3 to \$3.8 billion. The trust fund has funded about 24 percent of the cost to operate and control the aviation system. The remainder has come from general revenues.
- o We don't think that's right. We think the users ought to pay their fair share of total system costs.
- o Some have questioned FAA's ability to shoulder the increased responsibility that would have if the legislation were approved. That's a legitimate question and I would like to turn for a moment to talk about some of the internal changes we are making at FAA.
- o Foremost among these management improvements is the realignment of the agency's procurement system and creation of a new Executive Director for Acquisition to conduct oversight of the upgraded effort.

- o Secretary Skinner has already restored to the FAA Administrator the authority to serve as the source selection official on major procurements--that is, procurements over 150 million dollars.
- o We also are streamlining the coordination and review process between FAA and the Office of the Secretary, eliminating and refining procurement requirements that have built some delay into the procurement system.
- o So, we are getting our own house in order in the procurement, personnel and rulemaking areas that will better enable the FAA to meet its increased responsibilities.
- o In closing, let me just mention briefly a couple of other areas of interest to you. First, the NAS Plan. We are more than 8 years into that plan, and we have made substantial progress. Ninety-five percent of the plan's original programs are under contract, and many of the systems are being implemented and are up and working.
- o So, the challenge to complete the NAS Plan is well in hand. We've got an accurate fix on cost. We're committed to managing the program at the 15.8 billion dollar level. The important technical concerns have been resolved. And the schedule uncertainties, for the most part, are behind us.
- o In the controller staffing area, we are pretty much on target with our staffing goals through 1990. We also are encouraged to see the continuing downward trend in operational errors--a significant 34 percent decline in 1989 even though operations rose by 14 percent.
- o So, I am encouraged at the way things are shaping up and I think the alignments and other changes we have made will improve things even more.
- o Our first priority now is quick passage of the reauthorization bill. I hope we can get beyond the "watch my lips" argument on whether the increased charges are fees or taxes and strip away the misleading rhetoric about the bill and get on with this reauthorization.
- o It's vital because we simply cannot afford to have the funding mechanisms disrupted for our capital improvement projects.

- o Expanding system capacity is the major challenge for all of us in this room. I have been preaching that message since I first took office and I will say it again: Achieving that goal is going to take the best efforts of all of us working together.
- o You folks here in this room are obviously pivotal to this effort, and we are going to need your support.
- o Now, I will be happy to take any questions you might have.

REMARKS FOR  
FAA ADMINISTRATOR JAMES B. BUSEY  
SOUTH FLORIDA EEO COUNCIL  
SHERATON RIVERHOUSE, MIAMI AIRPORT  
MIAMI, FLORIDA  
APRIL 27, 1990

I am pleased to be with you this evening. From the agenda, it looks like you have had an interesting week. The menu doesn't look too bad either.

On the subject of EEO for a moment, I want to take this opportunity to tell the members of the South Florida EEO Council that we appreciate your commitment of time and energy to this cause. What you are doing goes largely unheralded but it is important--in fact, it is vital to the future of the FAA.

Most of you are probably aware of my strong personal and professional interest in this issue. And I think some of the steps we have taken will help push this program along.

The Executive Committee for Equal Employment Opportunity, in particular, will provide the necessary impetus and oversight at the executive level to make sure we are actually achieving tangible, measurable results.

The agency can no longer afford to operate from vague wish lists, or just from good intentions, however sincere these may be. In EEO, as in every other phase of FAA's operations, we need to set specific goals to aim for and see how we measure up at the end of the year.

Among the tasks of this committee is to review proposals for conducting recruitment programs. The committee is not looking for more of the same. The same hasn't worked so we are looking for new approaches to recruitment and hiring.

We've got our work cut out for us, and we will be looking to groups like yours to help lead this effort.

Sometime I think we miss the boat when we discuss EEO. We frame the discussion only in terms of fairness, of justice denied, as an unfinished task on the long road to realizing the American dream for all Americans.



It is definitely all of these, but it's more than these. It also is a matter of enlightened self-interest for FAA to promote quality recruitment and training of women and minorities. And I think more supervisors and managers ought to understand that.

You have heard from speakers earlier in the week and you have all read reports about the changing face of the work force. By the year 2000, women and minorities will constitute a larger percentage of the workforce. That is the clear trend. Those are the demographics.

This does not mean we can afford to sit passively by and wait for the trend to unfold and for the numbers to take care of themselves. Our task--and challenge--is to take an active role in shaping the FAA workforce of the future.

The FAA of the year 2000 will require a more highly technical, better trained workforce than we have today. And, these technically proficient employees won't just show up one day to take over when today's older employees are ready to retire.

The competition for quality employees will be stiff. And, let's face it, private employers, in many cases, have a leg up in this competition because they can offer higher entry level salaries and other attractive benefits that we cannot.

So, we need to get heavily involved now in aggressive recruitment programs. We need to hire quality people, provide them quality training and manage them in such a way that they will find it professionally and personally satisfying to work for the FAA.

Good management is essential to this whole process. Yesterday, I believe it was, you heard about the Supervisory Identification and Development Program. This is an important program because it will help us identify people coming up in the ranks who have the right aptitudes and skills for supervisory and management positions.

As I recently told a management group at Embry-Riddle, there are good managers and there are poor managers. I have some ideas about what makes a good manager, about the approach that he or she brings to the job, and that's what I'd like to share with you now.

In the course of my military career, I earned a B.S. and an M.S. in management at the Naval Postgraduate School out at Monterrey, California. I learned a lot there. Certainly, we can all profit from a good formal education.

But I also think you'll discover -- as I did -- that your management style really is shaped by the trial and error that comes from hands-on experience. And by working for all kinds of managers, both good and bad.

I've watched both kinds in my career. I am sure you have, too. They have taught me a lot. For one thing, I learned the value of an open mind.

I believe that when you join an organization as a manager you should have the philosophical attitude that lets you accept the structure as you find it.

You don't pre-judge the organization or the people. The idea is to work from within the organization, slowly, with a great deal of patience. You accept the organization as you find it.

And you accept the people as you find them, too. You take the time to get to know them, to get to know their gifts and skills. And you don't move them to new jobs or assignments until you really understand what they can do well. Then you can move them, if that's what's needed to utilize their skills better, to make them and the organization more productive.

At the same time, you work to get your people to buy into your ideas. You want them to think of an idea as their idea, because then they'll do almost anything to accomplish the objective.

You can't get them to buy in if you dogmatically insist that your view must be adopted blindly, without thought or discussion. Rather, you lead people by a process of reasoning to the point where they adopt the idea as their own, where they accept it with enthusiasm.

When that happens, there's almost nothing that can keep them from reaching the goal. And when they do reach it, you make sure to give them the credit for doing it.

As far as I'm concerned, this is the real challenge of leadership: To get people to buy into an idea, to think of it as their own, and then, when the goal is reached, to give them full credit.



Only a good manager can do all of that well. It takes patience. It takes skill. And it takes a willingness to let other people get the credit.

That brings me to another principle of good management: Once you've set the goal, and your people have taken ownership of the idea, then you must give them the authority and the responsibility to do the job. You must get out of the way and let them do it.

You don't tell them how to do it. You tell them what to do. And then you let them do it.

It works. Believe me, it works.

As you can see, there are no secrets. It's all just common sense. It's worked for me in my career. And I think it'll work for you too.

So, you see, recruiting, hiring and training the workforce of the future is only half way there. Managing employees well once they are on board is just as critical. We are getting a different type of person than we did 20-25 years ago, and we have to adapt our management style accordingly.

All this is not just an effort to make FAA a nice, fair place to work. It is all tied up in keep the U.S. aviation system number one in the world. That's where we are now and that's where we aim to stay.

On that subject, let me spend the last few minutes discussing the highlights of the proposed "Airport and Airway Expansion Act of 1990,"--or reauthorization bill, as we more commonly refer to it around FAA.

This has a potential impact on virtually all FAA employees, particularly many of you in this room from Air Traffic, Airway Facilities and Flight Standards.

Essentially, this legislative proposal is a five-year, 22 billion dollar plan to boost airport and airway capacity, increase safety, and keep the air traffic control and navigation system modernization program on track.

The bill is controversial, no question about it. It contains politically sensitive issues, including: multi-year authorizations, large increases in spending authority, higher user fees, and an increased share of the FAA total budget from the Trust Fund, including operations as well as capital costs.

The numbers are large, too: \$7.7 billion for AIP, \$13.5 billion for F&E and \$970 million for R,E&D. All three represent substantial increases for the five-year life span of the legislation, as compared to the previous five years. For F&E, it's a whopping 130 percent increase.

The increase in the passenger ticket fee from 8 to 10 percent and the other higher user fees are necessary to finance the significant increases in capital spending we are proposing over the next five years. And the increases in capital spending are necessary to keep pace with projected aviation growth.

It's a bold bill, but it's precisely what is needed now to face up to the challenge before us. If we don't do it now, it will only get worse down the road.

Today, twenty-one of our major airports are severely congested. If we sit on our hands and do nothing, that number will jump to 40 in the next eight years.

We realize this legislative proposal would give the FAA a lot more responsibility. And some have questioned the agency's ability to shoulder this responsibility. I think that's a fair question, so let me turn for a moment to the changes we are making at FAA to handle this increased responsibility.

Foremost among these management improvements is the realignment of the agency's procurement system and creation of a new Executive Director for Acquisition to conduct oversight of this upgraded effort.

We also are streamlining the coordination and review process between FAA and the Office of the Secretary. This includes eliminating and refining procurement requirements that have built some delay into the procurement system.

Secretary Skinner has already restored to the FAA Administrator the authority to serve as the source selection official on major procurements--that is, procurements over 150 million dollars. This is part of his effort to return to FAA the greatest degree of autonomy consistent with his proper oversight responsibility.

So, we are getting our own house in order in the procurement, personnel and rulemaking areas so that we will be better able to deal more efficiently with the projected increases in the bill.

Our first priority now is quick passage of the reauthorization bill. We simply cannot afford to have the funding mechanisms disrupted for our vital capital improvement projects.

This is an exciting time to work for the FAA. The challenges that face us are immense but I am convinced that we can get the job done if we all "move forward in harmony," as your theme this week has so aptly put it.

It's been a wonderful experience these past several months to see the tremendous changes in Eastern Europe and to see people struggling for freedom and democracy. And, as Lech Walesa told the Congress last fall, they have looked to the United States as a beacon of freedom and a bulwark of human rights.

As we provide a beacon of hope for millions around the world, though, let us make sure we keep faith with our own people. This is one of the unfinished agendas at FAA, and that's why we are redoubling our efforts to make sure the agency is fairly represented by all Americans. As I have said before, I think this will make us a stronger, more effective organization.

Thank you.

Remarks for  
Admiral James B. Busey  
Administrator  
Federal Aviation Administration  
Dedication Ceremony  
National Institute for Aviation Research  
The Wichita State University  
April 30, 1990

Thank you very much. It's certainly a pleasure to be with you today.

Just 87 years ago, a couple of self-trained American geniuses taught the world how to fly. They did it by trial and error, working by themselves, in their own workshop.

The Wright brothers were men of independent mind and judgment. They refused to accept data that others had accepted without questioning. They undertook basic research that no one else had done. They literally turned themselves into research scientists and engineers.

They designed their own airfoils. They built their own wind tunnel. They ran their own tests. And slowly, step by step, they built up a body of knowledge that allowed them to discover and master the secret of powered flight.

And in the end, they wrought a miracle that changed the world forever. With that one giant step at Kitty Hawk, the Wright brothers opened the Air Age and put America in the lead. And we have held it ever since.

Almost overnight, aviation outgrew its humble birthplace in the bicycle shop. No other technology in the history of the world has moved so fast. In just one long lifetime, we have gone from a 12-horsepower craft barely able to lift one man for a few seconds to giant airliners carrying hundreds of people in comfort and safety at nearly the speed of sound and at stratospheric heights.

Today, more than ever before, we depend on science and technology. We take miracles for granted. And we never stop asking for more. Indeed, the pace of technological change seems to increase with each passing day.

Surely, in aviation more than in any other human endeavor, the past is prologue to the future. I have no doubt that the changes we've seen in the past 50 years will pale by comparison to what's coming. And the nation that refuses to join the race will inevitably fall behind. There is no other choice.

So I know that I speak for all of us when I say that America must maintain its world leadership in aviation. Our economic and military strength depends on it.

But to do that we must be willing to support the kind of basic and applied research that will keep us in the lead.

We must be willing to educate and employ the trained investigators, scientists, and engineers who will carry on the tradition of the Wright brothers -- and who will give us the great discoveries that will transform aviation in the years to come.

And we must be willing to give them the tools and the laboratories they need to do their work.

What better place to do that than in Wichita, with its long tradition of aviation leadership?

Wichita people like to call this city the air capital of the world. Some might say that that is just Chamber of Commerce puffery -- but they don't know the local history.

Can you imagine the world of aviation without the products of Beech, Boeing, Cessna, and Learjet?

What would the history of aviation be without the many legendary planes that were made here? Planes like the Stearman PT-13, the Boeing B-17, the Cessna Airmaster, the Beech Staggerwing, the Learjet -- and all the rest, too numerous to mention.

One reason for that great record of accomplishment is that aviation was recognized and given a place on the campus of this University more than 60 years ago. The University established its School of Aeronautics, one of the first in the world, way back in the 1928.

In those early days, the School did yeoman work in developing much-needed standards for airplane performance. A lot of the great airplane designs by Wichita companies were first tested in the wind tunnel that Professor Alexander Petroff built in the attic of what is now McKinley Hall.



There was indeed a real partnership between industry and academia. And that's one of the reasons why no city in the world can match Wichita's place in aviation.

Surely, that business/academic partnership continues. We can see it here today, in the dedication of this National Institute for Aviation Research.

One of our major FAA goals is to reach out to academia to support the basic research that will continue America's leadership in aerospace technology. So we are delighted to join this partnership with Wichita State. We're glad you're taking the initiative. And we intend to be 100 percent supportive.

We look forward to working with you.

We are confident that the Institute will make major contributions to the science and technology of aviation. We know it will play a stellar role in helping to increase the safety, the capacity, and the efficiency of America's air transport system.

Thank you very much.