

Professional Women Controllers  
National Convention  
Las Vegas -- May 1990

1 Good evening and welcome. Thank you  
2 for that warm introduction, Donna.  
3 It's my pleasure to address this group.  
4 Your conference this year has been as  
5 it always is: first-rate, professional  
6 and incisive. Quality from start to  
7 finish.

1 We're here to discuss pioneering in the  
2 90s, and we're fortunate to have many  
3 pioneers in the audience this evening.  
4 If you look to your right [PAUSE], then  
5 to your left, you'll see the pioneers  
6 I'm talking about. [PAUSE]

7 That's my message tonight. YOU are the  
8 pioneers. You're the people who will  
9 lead us into this decade. . .and  
10 certainly far, far beyond. When I say  
11 US, I mean AVIATION. I mean WOMEN.

1 I'm talking about air traffic  
2 controllers, AF technicians, pilots,  
3 administrative personnel, lawyers, et  
4 cetera et cetera and so on down the  
5 line.

6 I bring a message tonight that's maybe  
7 a bit hard to swallow for those of you  
8 who don't accept change too readily.  
9 I'm proposing a whole new way of  
10 looking at things. [PAUSE]

1 Looking out, I can see that there are  
2 those of you who are thinking, what's  
3 she getting us into now? A few others  
4 are wondering why they should believe  
5 something, perhaps ANYthing, I say.

6 Well, whatever group you're in, here's  
7 the point. The demands of aviation on  
8 the system are growing exponentially.  
9 I'm not just speaking of the national  
10 air space system, but of the American  
11 way of life as well.

1 The United States is faced with  
2 capacity problems on one hand, and on  
3 the other hand, we've got an industry  
4 unwilling to accept a major solution to  
5 that capacity problem -- the tilt-  
6 rotor. [ We've got a national deficit  
7 counted in billions and trillions, and  
8 we're sitting on a trust fund that's  
9 well beyond the seven figure range. ]

[ DELETE ]

1 The walls are coming down in Eastern  
2 Europe, but many of the parent/teenager  
3 relationships in our own country have  
4 walls with barbed wire and armed  
5 guards.

6 It's a daily struggle between the  
7 paradox and the peculiar. When you  
8 turn on the radio, Billy Joel is  
9 singing entire songs about how HE  
10 didn't start the fire [PAUSE]. But  
11 he's not lifting a microphone to help  
12 put out that fire, either.

1 The point is that we're in danger of  
2 losing everything we've gained as  
3 women, as professionals, as members of  
4 this agency. We've got to break  
5 through those seven famous last words  
6 of organizations that are now extinct.  
7 WE NEVER DID IT THAT WAY BEFORE.

8 I'm reminded of a story about a guy who  
9 had a real passion for driving his  
10 sports car on the weekends. He was  
11 tooling along on a dirt country road,  
12 maybe just a bit beyond the speed  
13 limit.

1 Suddenly, another car came careening  
2 around a curve. This other car was  
3 driven by an older woman, and it fish-  
4 tailed into his lane. He down-shifted,  
5 corrected and avoided a collision.

6 When she was passing him, she leaned  
7 out the window with an angry look on  
8 her face and yelled indignantly PIG!  
9 right at him. Our good friend had the  
10 presence of mind to return the insult  
11 and add a few choice words while doing  
12 so.

1 Still angry, he accelerated into the  
2 turn. [PAUSE] Ten feet later, he  
3 slammed into a pig that was standing in  
4 the road. [PAUSE]

5 The hero of our story was a man who  
6 lived and breathed the status quo.  
7 Somebody yells at you, yell back.  
8 [PAUSE] If your boss does something  
9 you don't like, there's plenty of time  
10 to return the favor. [PAUSE] This job  
11 is good enough -- for GOVERNMENT work.  
12 [PAUSE]

1 When I spoke to this group last year, I  
2 talked about marketing yourselves.

3 Looking on the roster of speakers for  
4 this conference, I can see you've done  
5 a good job. Elaine Chao. Bill  
6 Pollard. Wayne Barlow. Ed Harris.

7 Their presence here says to me that the  
8 Professional Women Controllers have  
9 really worked to make themselves a  
10 visible organization.

1 You've shown that in the last few  
2 years, you're becoming a credible  
3 voice, a voice management wants -- make  
4 that NEEDS -- to listen to. You're on  
5 the Admiral's calendar.

6 You've gone through hardships, but it's  
7 key to note here that every group does.  
8 What's key to note as well is that  
9 unlike most other groups, you've  
10 overcome most of those hardships, and  
11 you're succeeding. [PAUSE]

1 Back those seven famous words: WE  
2 NEVER DID IT THAT WAY BEFORE. The  
3 message is clear that NOW is the time  
4 for action. You've got a good nucleus  
5 of hard-driving, professional people. .  
6 .the pioneers I spoke about a moment  
7 ago.

8 But what you need to do now is move  
9 beyond the marketing/public relations  
10 stage and into the SOLUTIONS stage.

1 For example, one of the agency's  
2 biggest problems is child care. We're  
3 in good company, as child care also is  
4 one of industry's biggest problems. If  
5 I asked right now what's the PWC stand  
6 on this topic, how many of the  
7 membership here tonight would know the  
8 answer?

9 What has the PWC done about this  
10 complex and troublesome issue? Maybe  
11 you've done a lot, and I just don't  
12 know about it.

1 I hope that you've done considerable  
2 work on bringing an equitable child-  
3 care solution into the work place, but  
4 to tell the truth, I really don't know  
5 where you stand.

6 How many members of the PWC have sat on  
7 child care committees in the regions  
8 across the country? I want to  
9 emphasize that what I'm saying now is  
10 not a comment on PWC management,  
11 either.

1 Each of you -- the pioneers I mentioned  
2 previously -- has a responsibility to  
3 see that problems facing this agency  
4 are addressed and solved.

5 That's also your ticket to being viewed  
6 as a group of action. It's one thing  
7 to talk about action and saving the  
8 world, but it's quite another to go  
9 about doing it.

1 We just celebrated Earth Day a few  
2 weeks ago, and everyone was talking  
3 about recycling and conserving and the  
4 environment.

5 Since that day -- April 22 -- how many  
6 people are recycling, conserving or  
7 doing ANYTHING about the environment?

1 It strikes home. I see examples of  
2 this my own region. When I came to New  
3 England just about two summers ago, one  
4 of the first things I said was, Let's  
5 get a child-care solution in gear for  
6 the employees.

7 I just received the report OUTLINING  
8 the situation a few weeks ago. In  
9 their defense, the people working on  
10 the project have faced cutbacks in  
11 personnel and budget. It seems as if  
12 it's been one roadblock in their path  
13 after another.

1 They've also had other projects thrown  
2 their way, both by me and by  
3 Washington. But in the process, we've  
4 lost almost two years in the child-care  
5 struggle.

6 I think we're on track now, but the  
7 point is that this group was working  
8 alone. None of the "special" interest  
9 groups approached it to lend a hand.  
10 What's more, very few of the employees  
11 gave it a whole lot of thought.

1 Consequently, a solution to one of the  
2 major problems facing the work place  
3 today is just creeping along. I know  
4 that the situation is the same in many  
5 other regions across the country.

6 There are those who would blame the  
7 situation on the budget or lack of  
8 F-T-Es.. There are those who would say  
9 that straight-lining is the problem.  
10 Others say that Washington doesn't  
11 care, and without them, nothing gets  
12 done.

1 I say that the time for talk and  
2 finger-pointing is over. Let's sit  
3 down and get a solution in the works.  
4 We've been driving along in our little  
5 sports cars, and when something we  
6 quote RECOGNIZE unquote comes careening  
7 around the curve, we shout an obscenity  
8 or two.

9 So, I present this group with a  
10 challenge. Take the bull by the horns  
11 and start getting involved in the  
12 problems. . . and start getting  
13 INVOLVED in the solutions.

1 If you don't have the resources or the  
2 time, make them. Social critic John  
3 Wimber says that you can tell where  
4 someone's coming from by how he spends  
5 his time and where he spends his money.  
6 I agree with him, but that's a question  
7 each of us needs to answer for  
8 ourselves. [PAUSE]

1 I spoke about pioneers early on, and  
2 about a different way of looking at  
3 things. The different way of looking  
4 at things is that we need to remember  
5 that the status quo isn't always the  
6 best way.

7 Two decades ago, each of us would have  
8 had similar comments about the phrase  
9 "MADE IN JAPAN." It was an invective.  
10 Cheap. Copy. Imitation. Low tech.

1 Today, that's all changed. Made in  
2 Japan means a car that won't break down  
3 all the time. It means the world's  
4 fastest, best and most expensive  
5 computers. It means quality. [PAUSE]

6 In this context of translating  
7 excellence into action, let me recount  
8 the ways of a few pioneers for you.

1 Pioneer number one is a woman. She  
2 worked her way through school and holds  
3 a master's degree from a tiny college  
4 in New England. She's worked in  
5 insurance, education and -- I never  
6 would have guessed this one myself  
7 unless I looked it up myself -- for the  
8 U.S. customs department. Her resume  
9 lists 21 awards and honors.

1 Pioneer number two is a woman as well.  
2 She's an Asian-American. Before you  
3 start thinking about how foreigners are  
4 invading our shores, consider this:  
5 she's been an investment executive and  
6 has an M-B-A from Harvard. She's in an  
7 industry dominated by men, yet she is  
8 currently holding down the number two  
9 post in a group that numbers 104,000.

1 The last pioneer I'll mention is a  
2 graduate of the University of  
3 Pennsylvania. He managed to turn an  
4 Ivy league degree in English into a  
5 relatively successful business career.  
6 He's involved in real estate,  
7 recreation and many other things that  
8 are too numerous to mention here. One  
9 more thing, he is legally blind, a  
10 victim of retinitis pigmentosa.

1 Each of these three pioneers has faced  
2 situations at one time or another that  
3 would have left most of us guessing or  
4 -- perhaps even worse -- quitting. But  
5 each came through, and each has made  
6 the difference in many, many lives.  
7 They've never said, It's never been  
8 done that way before. Instead, they've  
9 said, We've got a problem, let's get to  
10 solving it.

1 The first pioneer is Rose Marino.

2 [PAUSE] The second is Elaine Chao.

3 [PAUSE] The third is the man who owns  
4 this casino, Steven Wynn. [PAUSE]

5 My question to each of you now is:

6 Amidst all of these pioneers, are you  
7 willing to see things a different way,  
8 do things a different way, and find  
9 solutions to problems that are stumping  
10 the rest of the world?

1 What are these other problems? Equal  
2 pay for equal work. Sexual harassment.  
3 Recruiting women in the work place.  
4 Keeping women in the work place. The  
5 list goes on and on. And you know each  
6 of the items.

7 In closing, that's it for me tonight.  
8 I hope that these thoughts have given  
9 you insight on what I consider to be my  
10 part. I'm anxious to see what you do  
11 with yours.



DEPARTMENT OF TRANSPORTATION  
FEDERAL AVIATION ADMINISTRATION  
STATEMENT OF THE HONORABLE JAMES B. BUSEY  
ON THE FISCAL YEAR 1991 BUDGET REQUEST  
BEFORE THE SENATE TRANSPORTATION SUBCOMMITTEE  
OF THE  
COMMITTEE ON APPROPRIATIONS  
MAY 3, 1990

MR. CHAIRMAN AND MEMBERS OF THE SUBCOMMITTEE:

I APPRECIATE THE OPPORTUNITY TO APPEAR BEFORE YOU TODAY TO DISCUSS THE FEDERAL AVIATION ADMINISTRATION'S FISCAL YEAR 1991 BUDGET REQUEST.

OUR BUDGET REQUEST FOR THE FORTHCOMING FISCAL YEAR HAS BEEN CAREFULLY FORMULATED TO REFLECT THE REALITIES OF THE ENVIRONMENT WITH WHICH THE FAA MUST OPERATE. TODAY, THAT AVIATION ENVIRONMENT IS FAR DIFFERENT THAN THAT OF A DECADE AGO--TERRORISM, AGING AIRCRAFT, SYSTEM CAPACITY AND MODERNIZATION ARE ISSUES WITH WHICH WE MUST DEAL ON A DAILY BASIS.

ONE CONSTANT, HOWEVER, HAS BEEN SYSTEM GROWTH. BY THE YEAR 2000, AIR TRAVEL WILL NEARLY DOUBLE ITS 1980 LEVEL. JUST SINCE AIRLINE DEREGULATION BEGAN IN 1978, THE NUMBER OF AIRLINE PASSENGERS HAS INCREASED ABOUT 73 PERCENT; AND WE WILL CONTINUE TO BE CONFRONTED WITH THE CHALLENGES THAT GROWTH BRINGS.

WHAT DOES THIS GROWING DEMAND FOR AIR TRAVEL MEAN TO THE FAA? IT MEANS RETRAINING OUR SPECIALIZED WORK FORCE TO OPERATE, MAINTAIN, AND SUPPORT THE NEW TECHNOLOGY THAT WE MUST DEVELOP AND INSTALL. IT MEANS EXPANDING AIRPORT CAPACITY. IT MEANS REMOVING FEDERAL RESTRICTIONS ON LOCAL AIRPORTS' ABILITY TO RAISE REVENUE AND ENCOURAGING MORE PUBLIC/PRIVATE PROJECTS. IT MEANS

INCREASING SECURITY TO COUNTER THE GROWING THREAT OF TERRORISM. IT MEANS EXPANDING THE FAA'S INSPECTION FORCE TO RESPOND TO AGING AIRCRAFT CONCERNS AND, IMPORTANTLY, IT MEANS COMMITTING SIGNIFICANT RESOURCES TO MEET THESE NECESSARY OBJECTIVES.

FOR FISCAL YEAR 1991, WE ARE SEEKING AN OPERATIONS APPROPRIATION LEVEL OF \$4.1 BILLION -- ONLY A 7 PERCENT INCREASE OVER FISCAL YEAR 1990. THE MAJORITY OF OUR REQUESTED INCREASE -- IN FACT, 6 PERCENT -- IS NEEDED JUST TO SUSTAIN CURRENT LEVELS OF EMPLOYMENT AND SERVICES. THE REMAINING 1 PERCENT INCREASE RECOGNIZES THE PRESSING NEED FOR ADDED RESOURCES TO MEET INCREASED DEMANDS AND ALLOWS PROGRAM GROWTH OVER FISCAL YEAR 1990 TO INCLUDE A 495 EMPLOYMENT INCREASE IN THE AIR TRAFFIC CONTROLLER WORKFORCE, 200 MORE FIELD MAINTENANCE TECHNICIANS, 300 ADDITIONAL SAFETY INSPECTORS AND 170 NEW SECURITY SPECIALISTS.

WE HAVE VERY LITTLE FLEXIBILITY IN OUR OPERATIONS APPROPRIATION SINCE MORE THAN 73 PERCENT OF IT IS MADE UP OF PAYROLL COSTS. EIGHT OUT OF NINE PEOPLE IN OUR OPERATIONS WORK FORCE ARE IN SAFETY RELATED JOBS OR DIRECTLY MANAGE THOSE PERSONNEL OR PROGRAMS, AND THE DEMAND PLACED ON THEM IS SIGNIFICANT. IN FISCAL YEAR 1991, EACH DAY THEY WILL HANDLE MORE THAN 176,000 TAKE OFFS AND LANDINGS, 132,000 INSTRUMENT OPERATIONS, AND PROVIDE 123,000 FLIGHT SERVICES; THEY WILL CONDUCT 120,000 STUDENT WEEKS OF TRAINING; THEY WILL OPERATE AND MAINTAIN OVER 25,000 AVIATION FACILITIES; THEY WILL PERFORM MORE THAN 30,000 SECURITY INSPECTIONS AND ASSESSMENTS; THEY WILL CONDUCT OVER 5,000 ACCIDENT PREVENTION SEMINARS AND PERFORM ALMOST 300,000 SAFETY INSPECTIONS OF AIRLINES AND OTHER AVIATION ACTIVITIES LICENSED BY THE FAA; THEY WILL ADMINISTER OUR AIRPORTS CERTIFICATION AND GRANTS PROGRAMS; AND THEY WILL PROVIDE ESSENTIAL SUPPORT

SERVICES THAT FACILITATE THE PERFORMANCE OF OUR CRITICAL SAFETY AND OPERATIONAL FUNCTIONS.

FOR OUR FISCAL YEAR 1991 FACILITIES AND EQUIPMENT APPROPRIATION, WE ARE SEEKING \$2.5 BILLION. THIS 45 PERCENT INCREASE OVER FISCAL YEAR 1990, WHICH IS NEEDED TO FUND THE ACQUISITION ASSOCIATED WITH THE MODERNIZATION OF OUR AIR TRANSPORTATION SYSTEM AND THE INSTALLATIONS OF NEW TECHNOLOGY, CLEARLY REFLECTS THE IMPORTANCE OF THESE CAPITAL IMPROVEMENTS TO AVIATION AND THE NATION'S ECONOMY. MAJOR NATIONAL AIRSPACE SYSTEM (NAS) PLAN PROGRAMS TARGETED FOR FUNDING IN FISCAL YEAR 1991 INCLUDE: A SUBSTANTIAL INCREASE FOR THE ADVANCED AUTOMATION SYSTEM CONTRACT; THE VOICE SWITCHING AND CONTROL SYSTEM, DESIGNED TO MODERNIZE THE SYSTEM'S OUTDATED COMMUNICATIONS NETWORK; TERMINAL DOPPLER WEATHER RADAR AND LONG RANGE RADAR, DESIGNED TO IMPROVE WEATHER SERVICES AND REPLACE OBSOLETE EN-ROUTE RADAR; AND THE COMPUTER RESOURCE NUCLEUS PROJECT THAT WILL ALLOW US TO MEET OUR EXPANDED INFORMATION NEEDS OF TODAY AND TOMORROW.

APPROPRIATION OF OUR FULL REQUEST FOR THE FACILITIES AND EQUIPMENT ACCOUNT IS PARTICULARLY VITAL IN FISCAL YEAR 1991 SINCE WE ARE ENTERING THE HOME STRETCH ON IMPLEMENTATION OF MAJOR NATIONAL AIRSPACE SYSTEM PLAN PROJECTS. IN THE INTERIM, WE NEED TO CONTINUE TO MAKE SHORT-TERM IMPROVEMENTS IN THE CURRENT SYSTEM TO ENSURE THAT DEMAND DOESN'T OUTSTRIP CAPACITY IN THE SHORT RUN. WE NEED TO CONTINUE SPENDING AT OR NEAR THE FISCAL YEAR 1991 REQUEST LEVEL OVER THE NEXT FIVE YEARS IF WE ARE GOING TO STAY AHEAD OF THE STEADILY INCREASING DEMANDS OF THE AIR TRANSPORTATION INDUSTRY AND ASSURE ACCESS TO ALL SYSTEM USERS. WE ALSO MUST CONTINUOUSLY LOOK AHEAD. AND, WE ARE FAR ALONG IN COMPLETING THE DEVELOPMENT OF A MORE COMPREHENSIVE AND FLEXIBLE CAPITAL

INVESTMENT PLAN FOR THE POST-NAS PLAN ERA. OUR SCHEDULE CALLS FOR PUBLISHING THAT PLAN THIS SUMMER.

AT THE SAME TIME THAT WE ARE SEEKING ADDITIONAL FUNDING, IT IS IMPORTANT THAT WE IN THE FAA ENSURE THAT WE ARE GETTING THE MAXIMUM BENEFIT FROM EVERY DOLLAR SPENT. IMPROVING THE ACQUISITION PROCESS TO PROMOTE GREATER EFFICIENCY AND ECONOMY FROM TOP TO BOTTOM HAS, THEREFORE, BEEN ONE OF MY MAJOR GOALS FROM DAY ONE AS FAA ADMINISTRATOR. IN FEBRUARY, I ANNOUNCED A REALIGNMENT OF THE AGENCY'S ACQUISITION SYSTEM TO DEAL MORE EFFICIENTLY WITH THE INCREASED SPENDING LEVELS NEEDED OVER THE NEXT FIVE YEARS. THIS REALIGNMENT ESTABLISHES AN INDEPENDENT CAPABILITY TO OVERSEE THE ACQUISITION PROCESS; STRENGTHENS THE PROGRAM MANAGEMENT FUNCTIONS; BRINGS GREATER FOCUS, DISCIPLINE, AND EFFICIENCY INTO THE ACQUISITION PROCESS; AND ENHANCES THE FAA'S SYSTEM DESIGN CAPABILITIES TO INCLUDE STRONGER RELATIONSHIPS BETWEEN RESEARCH AND DEVELOPMENT AND FACILITIES AND EQUIPMENT PROGRAMS. BY EMPOWERING PROGRAM MANAGERS AND HOLDING THEM ACCOUNTABLE, I AM CONFIDENT THAT THE FAA WILL DO A BETTER JOB OF BRINGING MAJOR EQUIPMENT ON LINE FASTER AND CHEAPER.

NOW I WOULD LIKE TO MENTION BRIEFLY OUR REQUESTS IN TWO OTHER VERY IMPORTANT APPROPRIATION ACCOUNTS: RESEARCH, ENGINEERING AND DEVELOPMENT, AND AIRPORT GRANTS.

OUR RESEARCH, ENGINEERING AND DEVELOPMENT PROGRAMS DEAL WITH SOME OF THE MOST SENSITIVE, DIFFICULT, AND PUBLICLY DISCUSSED ISSUES OF OUR TIME -- COUNTER-TERRORISM AND EXPLOSIVE DETECTION TECHNOLOGY, AGING AIRCRAFT, AND AIR TRAFFIC CONTROL TECHNOLOGY TO HELP US DEAL WITH BOTTLENECKS THAT AFFECT ALMOST A HALF

IN CLOSING, MR. CHAIRMAN, I WANT TO RECOGNIZE THE CONTRIBUTION WHICH YOU AND THE MEMBERS OF THE SUBCOMMITTEE HAVE MADE TO THE SAFETY AND EFFICIENCY OF OUR AIR TRANSPORTATION SYSTEM. I LOOK FORWARD TO WORKING CLOSELY WITH THE MEMBERS OF THE SUBCOMMITTEE AND URGE THE SUBCOMMITTEE TO ACT FAVORABLY ON THE FAA'S APPROPRIATION REQUEST FOR FISCAL YEAR 1991. THE AMOUNTS WE ARE REQUESTING ARE ABSOLUTELY NECESSARY FOR THE FAA TO FULFILL ITS SIGNIFICANT SAFETY RESPONSIBILITIES ON BEHALF OF THE AMERICAN TRAVELING PUBLIC.

THIS CONCLUDES MY PREPARED STATEMENT. I WILL BE PLEASED TO RESPOND TO ANY QUESTIONS YOU MAY HAVE. THANK YOU.

The Future of Stewart International  
Remarks by Admiral James B. Busey  
Administrator  
Federal Aviation Administration  
Chamber of Commerce Day  
Central Valley, New York  
May 4, 1990

Thank you. It's a pleasure to be with you today. I welcome this opportunity to talk to you about the future of Stewart International Airport. Congressman Fish tells me that developing Stewart into a major regional airport is a goal of all of the chambers in the mid-Hudson valley.

Let me say, right off, that the FAA supports that goal 100 percent. We are definitely in favor of developing Stewart to its full potential as a regional airport -- for two very good reasons.

First of all, Stewart can help alleviate congestion in the New York metropolitan region. You've read the stories, and you know about the congestion and delays at the three major jetports in the region.

We're doing everything we can to fix that problem. But with with an increasing number of passengers and flights, there are no easy or overnight solutions. It's going to take time.

We're installing advanced technology to increase the efficiency and capacity of our operations. We're building up our controller workforce. And we're going to support the development of airports like Stewart that can take some of the load.

We believe this airport has tremendous potential, and we're doing everything we can to help you develop that potential.

For one thing, to make Stewart more attractive for airline service, in fiscal 1989 we decided to invest 12 million dollars over a three-year period to improve the airport's physical facilities. That was an unusual decision, because it was made before any airline had decided to serve the airport. We knew a good thing when we saw it.

Stewart is also the first airport in our seven-state Eastern Region to get one of our most advanced radar systems, the ASR-9. Eventually this kind of radar will be installed at all of our major airports around the country.

With this new radar we can now make Stewart an integral part of our New York operations. It is included in a new air traffic control sector at the approach control facility that controls all traffic in the greater New York area. This will give us a tremendous improvement in the kind of radar coverage we provide for the mid-Hudson valley and the 29 airports in this region.

The new radar also gives us a giant leap forward in radar accuracy -- a leap that will mean greater safety for everyone who flies in this area.

For the first time, our controllers will be able to see aircraft and weather conditions on the same scope. They'll be able to direct aircraft around dangerous weather with far greater precision than they can today. And they can detect and track small aircraft that often can't be seen on today's scopes.

As you can see, we are already strongly committed to the future of Stewart.

I said at the beginning that I had two reasons for favoring development of your airport. The first is that it will help relieve congestion in the New York region. The second is the beneficial effect it will have on the economic health of the mid-Hudson valley.

When I was a boy in Illinois, the railroads were the dominant transport mode. Today, it's the airlines. The importance of efficient air transportation just cannot be overstated.

Commercial aviation has become America's primary long-distance mass transport system. We'll have well over 450 million passengers this year. By the turn of the century, we'll be approaching a billion.

Aviation affects the entire fabric of our society. Can you visualize American business maintaining its ability to compete, without a modern air transport system?

We've built the biggest and most efficient air commerce system in the world. It's a major factor in our competitive success in world markets. And it raises the standard of living of every American.

A region like the mid-Hudson valley, that hopes to prosper and grow, must have efficient air transportation. You can no longer rely just on roads and rails.

I'm sure that all of you understand that. As business people, you know first-hand just how important aviation is to your local economy.

There's no question about Stewart's potential. The airport is well-situated and well-equipped -- long runways, a control tower and an instrument landing system, a new terminal, excellent highway access, and a built-in noise buffer area.

Now that's a formula for success, if there ever was one. As we've seen, American Airlines agrees. They took a look at Stewart's potential and concluded that it offers a real growth opportunity. As you know, they've just started service with three flights a day to Chicago and another three flights to Raleigh/Durham.

So Stewart has a bright future. But that potential won't be realized automatically. It's going to take work.

One of the things I hope you understand is that the responsibility for developing airports in our country lies at the local level.

The federal government does not build, improve, expand, or operate airports. All of that is done at the state and local level.

That means that if this airport is to be improved, you have to do it. If a new runway or a new parking lot or a new terminal are to be built, you've got to take the lead. It's up to you.

The FAA can help, as we've already shown. We can do research. We can help plan. We can advise and assist. We can install the tower, the lights, and the air traffic control systems. And we can lend substantial financial support.

But, in the final analysis, the initiative must come from you folks right here. And, maybe most important of all, you've got to develop public support.

Without strong public support, the future of Stewart -- or any large airport, for that matter -- is doubtful.

Many people oppose airport improvements because they are concerned about the environmental impact -- especially aircraft noise. That is certainly a legitimate concern. One that we are going to have to face up to.

As aviation continues to grow, people on the ground are going to experience a greater awareness of aircraft noise. For many of these people, any noise that they didn't hear yesterday and do hear today can be bothersome.

Let me give you an example. About a year ago we changed some of our flight routings to improve the flow of traffic along the east coast. This put additional traffic over some parts of New Jersey. And people complained -- even though the planes were thousands of feet high and barely audible. This was a new noise, however slight -- and it was therefore bothersome.

In some communities, people are advocating unreasonable and arbitrary noise restrictions on aircraft operations. Several major airports now have nightly curfews that effectively close down those airports for a number of hours.

I'm concerned from a national standpoint about the effect of such restrictions on interstate commerce.

Airports are switching points in our national transportation system -- which means that operational restrictions at one airport can adversely affect operations at other airports all over the country.

When traffic is slowed or stopped at one large airport, the overall efficiency of our entire air commerce system can be seriously affected.

Of course the FAA is working on the noise problem. We're setting up better traffic patterns and approach and departure paths around airports. We constantly study how we use the airspace, how we flow traffic in and out of a region, and we do our level best to avoid built-up residential areas. And we try to get aircraft up to higher altitudes as rapidly as possible.

In addition, we're working with the industry to develop quieter aircraft.

But the FAA, on its own, can't solve the problem.

As Secretary Skinner noted in his new national transportation policy, we need to prevent arbitrary noise-related restrictions on aviation.

That means we must work with local communities and airport users to deter local actions that unreasonably interfere with system efficiency or increase user costs.

I think we have to consider developing a national noise policy that would be responsive to both local and national needs.

And to do that we need to involve the public as well as the aviation industry, state and local governments, and community groups.

I want to start that process this year. I want to stimulate a public debate that will lead us to a determination of whether we do or do not need a national noise policy.

Such a policy could give us the guidance that would help resolve the noise problem fairly and expeditiously. For example, it might mandate an early phase-out of what we call Stage 2 aircraft, which are older and noisier, and require an early phase-in of quieter Stage 3 planes.

Now all this means we've got to go through an educational process, and you business leaders have a role to play in that.

I can't emphasize too strongly how important it is to build public support for Stewart. That can only be done by getting people to understand the vital role the airport can play in this region's economic life.

The benefits of aviation are too real, too tangible, and too great to be denied. And I'm not talking here about the benefits to the nation, which of course are substantial. I'm talking about the benefits to you folks right here.

If you understand the economic benefits of a modern airport -- if you agree that airports don't just make noise and traffic congestion, that they create jobs and opportunity -- then I would urge you to make yourself heard.

In my view, if you want to build support for Stewart, then, you must speak for airport development as forcefully as others speak against it.

I think you can create a base of public support that is strong enough to allow you to find solutions to every problem related to the development of Stewart -- even the noise problem.

A lot of people are indifferent to aviation. They would have no objection if you built a shopping mall in place of Stewart.

Others actively oppose airport improvement because they see it only as a generator of noise and traffic. They don't see the jobs generated, the money brought into the community, the stability for the local economy. And they don't realize that local businesses need the airport for dependable, efficient transportation.

But forceful public advocacy, pointing out the value of the airport to the community, might get some of these people to change their minds, or at least to temper their opposition a bit.

After all, they did it in Denver last year, where two-thirds of the voters supported the construction of a giant new jetport. If they can do it, you can too.

Many years ago, Governor Rockefeller and other state leaders saw Stewart as a major jetport serving New York City.

But that vision was never realized. One obstacle is ground transportation. How can you get people to use an airport sixty miles away?

Secretary Skinner's transportation policy calls for better coordination of services among the different transportation modes.

Maybe the time has come -- just maybe -- to consider some of the new technology that's being developed -- like high speed rail -- to improve Stewart's accessibility.

I'm not saying it's necessary to do that. Stewart will play a major role with the good ground transportation it already has. I'm only saying that maybe it's something that you business leaders ought to be thinking about.

Well, I've said enough to let you know that the FAA strongly supports your goal of developing Stewart International. We're showing that support through investments and actions. And we stand ready to work with you in whatever direction you decide to take in the years ahead.

Thank you very much.

GENERAL AVIATION: CHALLENGE AND OPPORTUNITIES  
Remarks by Admiral James B. Busey  
Administrator, Federal Aviation Administration  
Before the Aircraft Electronics Association  
Washington, D.C.  
May 7, 1990

Thank you. It's a pleasure to be with you today. I'm glad to have this opportunity to talk to you about general aviation in the 1990s.

Some people are ready to write the obituary for general aviation right now. But I don't agree with that at all.

Sure, if you look just at the numbers, you can get pretty depressed about the current condition of general aviation. The number of pilots is down from 825,000 eight years ago to about 700,000 today. New aircraft sales are down from an all-time high of 18,000 in 1978 to just over 1,500 last year.

And we don't see much growth ahead. We expect the general aviation fleet to grow very slowly, from about 212,000 aircraft today to about 222,000 at the end of the decade. Most of that growth will be in turboprop and turbojet aircraft, with no increase in single engine piston planes throughout the decade.

Student pilots are up a but and that is encouraging, but overall the numbers are depressing. But, in my view, they don't mean the end of general aviation. Yes, we've got problems -- but it's too early for the obituaries.

Let's get one thing straight: If we didn't have general aviation, we'd be inventing it right now. We can't let it wither on the vine. It's too important.

America depends on good air transportation -- and the strength of our air system depends on a strong general aviation sector. It's that simple.

General aviation provides an enormous amount of transportation. It's a testing ground for new ideas and new technology. And it's becoming our primary supply for the new pilots we're going to need to fly our business aircraft and commercial airliners in the future.

Nineteen eighty-eight was the first year in which U.S. scheduled air carriers hired more pilots from the general aviation sector than from the military. And this trend will continue. Most of our future captains will get their first taste of flying in general aviation planes at general aviation airfields.

We used to be able to rely on the military for pilots. But the number of military pilots leaving the services is leveling off and will probably decline. As a result, for the first time in history, we're on the verge of a pilot shortage -- just when the demand for pilots is skyrocketing.

A recent study shows that U.S. airlines are going to need an estimated 53,000 new pilots in this decade. But there'll be only about 41,000 available -- leaving a shortage of about 12,000 pilots in the 1990s.

I think we will need to rely more on general aviation pilot training, especially the new programs that are designed to take a person with zero hours and get him or her ready to move into the right seat of a commuter or regional airline after about 200 to 250 hours.

These so called "ab initio" programs have a lot to offer. They can do what military flight training does -- put the young aviator through a standardized program that prepares him or her to fly high performance aircraft in a demanding environment.

So we're in favor of these programs, and we realize that they can only be done by a healthy general aviation sector.

And that's one reason why the FAA is undertaking a number of activities to strengthen general aviation.

For one thing, we're trying to reduce the cost of learning to fly and of buying and maintaining a plane.

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

To help defuse that threat, we recently established the new recreational pilot's license, which should cut about 1,800 dollars from the cost of learning to fly, compared to the cost of getting a private ticket. That saving could bring in about 8,000 new students a year.

We've also set up a new category of Primary aircraft that will be less costly to certificate, build, buy, and maintain. We hope this will stimulate the development of new personal aircraft which can help reduce the high cost of flying.

Another step we've recently taken to strengthen general aviation relates to the way we seek to stimulate compliance with the Federal Aviation Regulations.

Everyone in aviation has a common goal. Safety. Nothing comes ahead of that. And that is a goal we can never reach through enforcement. We must rely on voluntary compliance by everyone in the system.

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.

When I was new in this job, a year ago, just about every general aviation user group jumped on me about FAA enforcement procedures.

They said those procedures were unfair and inconsistent. 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.

So last summer, at Oshkosh, I announced a top-to-bottom review of the way we deal with general aviation. We concluded that we needed to strengthen the voluntary compliance system, to make it easier to understand the rules and to comply with them.

To do that, we developed a series of changes that shift the emphasis from punishment to educational and remedial action. We want to be sure we're not missing opportunities to help pilots fly more safely.

Among other things, 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, to consider all the facts and circumstances, including mitigating factors.

In addition, we're trying to handle more violations administratively rather than through legal action. And, to make the rules and regulations easier to understand, we're simplifying them as much as possible.

I think these changes should lead to better cooperation between the FAA and people in general aviation. I firmly believe that we can work better if we work together to make flying even safer.

Along with these changes, we've got several other initiatives underway to facilitate the use of the airspace by general aviation flyers.

For one thing, we're contemplating a change in our procedures that will accommodate general aviation aircraft to and from airports that are on the fringe of the so-called Mode C veil around our TCAs.

Secondly, we're going to complete the loran system here in the continental United States as soon as possible. We'll have full coverage by the end of next year.

As you know, loran is very popular with general aviation pilots. There are now about 80,000 loran receivers in general aviation planes, and more are being installed every day.

We're not only pushing hard to complete the continental system, we're also beefing up our program to certify loran C non-precision instrument approaches. We've got about a half-dozen certified now, and are about to start on 20 more.

Once the mid-continent gap is filled in and the ground monitors are installed, we'll have literally hundreds of airports where it makes good sense to have non-precision loran approaches.

But we're not going to stop there. We're also looking into the possibility of integrating Loran C with the satellite Global Positioning System.

The 24-satellite GPS system will be in place by 1993. That system could free aircraft from the limitations inherent in ground-based nav aids and, in addition, give us far more accurate navigational fixes over remote areas that are not now covered by radar.

We did a study that shows that loran/GPS integration makes a lot of sense. It could give us a highly accurate, reliable, stand-alone navigation system.

As you know, we're now switching over to the new Mode S radar technology. But, to accommodate thousands of general aviation aircraft owners, we've grandfathered in the people who have already have a Mode C.

I think a lot of people don't realize that Mode C transponders can be interrogated by the collision avoidance systems that are being installed by the airlines. So when you have Mode C you also have additional protection available.

We need all this new technology to improve aviation safety. In TCAs, where we have a tremendous mix of fast and slow planes, we've got to know altitudes to ensure separation.

The new Mode S technology will take us a step farther. We'll be able to set up automated digital data-links between planes and control centers that will give pilots their flight clearances, weather, and other information, almost instantaneously, without the need for radio conversations that take time and are so prone to error. This kind of capability will be essential in the highly automated system of the future.

In addition, we're going to move forward with the Microwave Landing System. It makes a lot of sense.

For example, just by putting MLS in the New York region and changing the receivers on our aircraft, we can create additional capacity almost equal to an airport the size of Washington National -- without pouring one cubic yard of concrete for a new runway. And MLS can do the same thing for other regions.

Let me assure you, however, that there won't be a sudden switch-over to MLS. The transition will begin only after MLS has been installed on all of our precision approach runways. Then we'll give aviation users a reasonable time to equip with MLS before we consider decommissioning any ILS systems.

We're also working with the industry to develop standards for shielding computer-driven systems from interference from high-energy radiated electromagnetic fields -- the so-called HERF problem.

As you know, this kind of interference can adversely affect flight directors, auto pilots, and other computer-driven systems. This can be an increasingly severe problem as we move to the next generation of aircraft -- such as the new Airbus and the Beech Starship -- with glass cockpits and fly-by-wire control systems.

In addition to all this, we're putting a lot more emphasis on research into the human factors that affect flight safety.

I think human factor considerations must become part of the engineering process from the very beginning. And I have an idea that the industry may be able to come up with new instrumentation systems for the general aviation pilot that will give a better presentation of essential information and make a better and safer pilot -- even though he or she may fly only occasionally.

As you all know so well, technology is advancing rapidly. In my view, aviation is at an historic turning point. We're about to break away from the way we've done things for nearly 50 years. In a few short years we're going to have an aviation system that will make today's system look

Someday, people will look back and say that this was the decade in which we transformed America's aviation system. We're literally going to build, piece by piece, the air system for the 21st Century.

The technology that will be part of our daily lives in the not-too-distant future will give us capabilities that no one dreamed possible a short while ago.

It will help to solve most of the problems that have plagued us for years. Most importantly, it will give us an air system with the capacity to handle tremendously increased traffic demands:

- \* a system with greater reliability, in which operational and weather delays will be mostly memories of the past;
- \* a system with greater efficiency, one that produces more transportation for every gallon of fuel burned and every dollar invested;
- \* and a system with greater safety, providing a lower level of risk for everyone who flies.

We really are about to enter a new era, not just for the airlines but for general aviation as well. And general aviation must be prepared.

I could go for the rest of the afternoon talking about the changes that are just over the horizon. But consider the effects of just the things I've mentioned:

- \* the new primary category aircraft,
- \* the recreational pilot's license,
- \* the improved enforcement and compliance initiatives,
- \* increased human factors research,
- \* all the new technology,
- \* Mode C,
- \* Loran C,
- \* the integration of GPS and Loran C
- \* Mode S,
- \* MLS, and much more.

When you think about it, with so much coming along in new avionics, you begin to wonder where we're going to put it all. There's only so much room in the cockpit.

So I see a future full of challenge and opportunity for you folks. With fewer new planes coming on the market, there will be an increasing need only to maintain but to upgrade the existing general aviation fleet.

There will surely be a growing demand to upgrade avionic capabilities -- and that means more opportunity for you.

But it comes with a challenge -- the challenge of staying on top of technological change. You've got to prepare for change, be ready for it.

That's not only good business -- if you're not up-to-date, your competitors will leave you behind -- but it's also important to flying safety.

There's no question that the expertise you bring to your work is an important factor in flying safety. Safety often depends on the quality and reliability of the electronics available to the pilot. So you've got to be able to install the right equipment, in the right way, and keep it running.

In the final analysis, lives can depend on how well you install and maintain the electronic devices that help pilots navigate and communicate.

And that's why it's so important that we have an adequate supply of talented technicians who can do this difficult and complex work well.

I spoke earlier about the looming shortage of pilots. I'm equally concerned about possible shortages in the ranks of our avionics technicians. We're not getting enough scientifically oriented young people into our system.

We need to be thinking about how to attract more talented young people to this business. We need to do more to assure a steady supply of competent people. We need to support the kind of training programs that will give you the kind of people you need. And the FAA is ready to help you do this.

As you can see, I'm certainly not a member of the pessimist group that says general aviation is on the way out. Far from it. Yes, there are problems. But none of them are unsolvable.

General aviation and, in particular, your part of it, has an important role to play in keeping America's aviation system the best in the world.

Believe me, we're going to do that. And you're going to be part of it.

Thank you.

Remarks By Admiral James B. Busey  
Administrator  
Federal Aviation Administration  
Professional Women Controllers  
Annual Convention  
Las Vegas, Nevada  
May 8, 1990

Introduction

- \* It's a genuine pleasure to be here today. Nothing I do as FAA Administrator gives me greater satisfaction than getting out and talking to the FAA people in the field, especially those who work in the cabs and on the boards day-in and day-out.

FAA Accomplishments 1989-90

- \* Working together, we have made significant progress in a great many areas. Let me cite a few examples:
  - We have a new National Transportation Policy Statement that focuses on the need to increase system capacity for aviation and the other travel modes.
  - We have sent a reauthorization bill to the Congress that would significantly increase FAA funding, particularly in the capital investment area, over the next five years.
  - We have implemented significant internal reforms in the procurement, personnel and regulatory areas that have effectively redefined our working relationship with the Office of the Secretary.
  - We have begun the development of a new Capital Investment Plan that will supersede the National Airspace System Plan with a more comprehensive and flexible document.
  - We have overhauled our compliance and enforcement program for general aviation to encourage voluntary compliance.

- We have a similar initiative underway with the air carriers to foster the establishment of effective self-audit programs.

\* We shouldn't spend too much time patting ourselves on the back for these achievements, however, because much still remains to be done.

### Management Philosophy

\* Since this is my first meeting with this group, let me begin by talking briefly about my management philosophy.

\* A couple of weeks ago, I had the distinct pleasure to address the Embry-Riddle University Management Club in Daytona Beach, FL, on this very subject.

\* Too many managers would rather have someone else define their management philosophy or style for them. That's why you always find one or two management books on the "Best Seller" list, I guess. It also explains why some managers seem to go with the flow, always adapting to the latest fad. They're "One Minute Managers" one week and something else the next. It can be tough on the people who work for them.

\* With that in mind, then, I got a little nervous last year when I saw "Leadership Secrets of Attila the Hun" climbing up the Best Seller list. I thought, "Boy, if people take this one to heart, we're all in trouble."

\* I'm a hands-on people manager who believes strongly that team building is the most effective means of achieving both organizational and individual employee goals. It's a pretty basic concept, really, which may explain why it's so frequently ignored by managers looking for short cuts.

\* My definition of a good manager is one who knows his or her employees strengths, puts them in the right jobs, gets them to buy into the organizational goals, allows them the freedom to achieve these goals, and gives them full credit when they do.

\* And the good thing about this approach is that it works at all levels -- whether you are a team supervisor, facility manager, service director or FAA Administrator.

\* It works in the private sector, too. In fact, there was a network special on two weeks ago about the "Quality Revolution" in American industry that showed how companies, like Ford, have gone from big losers to big winners. The common denominator in all cases was

### Total Quality Management

- \* We are putting this philosophy into practice at FAA with a concept called Total Quality Management or TQM. It goes hand-in-hand with team building.
- \* Now TQM is not one of those magic management "systems" that you put in place, set on automatic pilot and then go out and play golf while it runs the organization for you. What we are talking about more than anything here is an attitude that continuously aims at improving the services and products we provide.
- \* Essentially, TQM teaches that we should not be satisfied with mediocrity because our customers certainly will not be. It continually challenges everyone to do better. And that's important, I believe, to both personal and organizational growth.
- \* But to really understand this concept and to get it working right takes training. And we are going to provide that training at all levels of FAA. You're going to be hearing a lot more about TQM in the months ahead.

### FAA Internal Reforms

- \* Let me switch subjects now and talk about FAA's relationship with the Office of the Secretary. It's been the subject of considerable debate over the last couple of years both inside and outside the DOT/FAA complex. It's even sparked legislation in the Congress to create an independent FAA.
- \* My position on this issue hasn't changed from the time I was first asked the question at my confirmation hearing. I believe FAA would have to pay too high a price for independence, including the loss of Cabinet-level access to the President. Believe me, that's no mean consideration when you are asking for the kinds of increases in funding levels that we are over the next five years.
- \* Moreover, working very closely with Sam Skinner and his staff, I believe we have defined a new and more productive working relationship with OST -- one that addresses the basic concerns of the FAA and industry critics alike.
- \* This new relationship gives the FAA Administrator greater control over personnel, procurement and regulatory matters. At the same time, it recognizes that the Secretary has appropriate policy and oversight roles to fulfill. It's working very well.

Here are a few examples of internal reforms we already have put in place

- The FAA Administrator once again has the authority to serve as the source selection official on major contracts -- that is, those over \$150 million.
- The FAA procurement process has been significantly strengthened and streamlined and a new position of Executive Director for Acquisition has been established to provide the necessary oversight of this upgraded procurement effort.
- The FAA Administrator has been delegated new authority to establish senior executive positions and to grant incentive bonuses designed to enhance efficiency and productivity.
- We are making greater use of special authorities to expedite the hiring of people with badly-needed technical and managerial skills.
- We have several initiatives underway in the rulemaking area, including efforts to improve the comment and public hearing mechanisms processes and speed up the petition and exemption processes.

Additionally, the proposed reauthorization bill would further strengthen the new FAA-OST relationship. 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.

#### The Reauthorization Bill

- \* The reauthorization bill -- or to use its official title, the Airport and Airway Expansion Act of 1990 -- is the first major action taken to implement the new National Transportation Policy Statement. The policy was announced on March 8 and the reauthorization bill went to the Congress on March 19.
- \* The reauthorization bill is a critical piece of legislation for FAA and, indeed, the entire air transportation industry. Congress must approve the use of Trust Fund money for the agency's Facilities and Equipment and RE&D programs before the current authority expires on September 30. It also must act to extend and, hopefully, augment user fees which are scheduled to expire at the end of December.

- \* The reauthorization bill calls for a 73 percent increase in aviation capital investment programs over the next five years. The biggest boost would in F&E, which would total \$13.5 billion for the five-year period, up 130 percent from the preceding five years. Funding for RE&D and the Airport Improvement Program also would rise significantly.
- \* The increase in F&E spending reflects the fact that we are entering the home stretch on a number of major NAS Plan projects. By Fiscal 1991, for example, our annual investment in the Advanced Automation System will run about \$600 million a year, three times the current level. Another \$500 million annually will have to be spent to modernize the enroute and terminal facilities that are slated to receive this equipment.
- \* I won't kid you: We face a tough battle on Capitol Hill in getting the reauthorization bill passed without major changes. The principal reason, of course, is the provision in the bill that would increase user fees by 20 to 25 percent in order to pay for ongoing capacity enhancement projects and a higher share of FAA operating costs. That makes it a pocketbook issue and, like all pocketbook issues, is sure to be contentious. It already is!

#### OPM Pay Proposal

- \* It's no secret, I guess, that we had hoped to include a section in the reauthorization bill that would allow FAA to establish a classification and pay system for agency employees.
- \* That was overtaken by events and we ended up deferring to the Office of Personnel Management which now has come out with a broad proposal for an overhaul of the Federal employee pay system.
- \* I won't go into details but, very generally, the OPM proposal would split the General Schedule into two parts. There would be a "federal national pay system" for professional and administrative employees and a "federal locality pay system," primarily for clerical and technical employees. It also provides for an elaborate system of bonuses based on performance, local salaries and the government's need to fill positions.
- \* The proposal appears to lay the foundation to address several significant issues of particular interest to FAA -- issues like pay compression, simplification of premium pay, internal pay equity, and cost of living in certain locations.

- \* For instance, the granting of recruitment and retention bonuses has the potential to address some of FAA's most serious concerns. The proposed legislation provides that the President's Pay Agent may establish separate pay and job evaluation systems for occupations fundamentally incompatible with the federal national and local pay systems. One circumstance where this would be warranted is the civil aviation and security occupations.
- \* This bill also faces tough going on Capitol Hill. The Federal pay system seems to be one of those entities that no one is happy about and, yet, no one can agree on how to fix it. In addition to the OPM bill, for example, the Democratic leadership of the House and Senate committees that deal most directly with Federal employee issues have introduced their own pay bills. And they differ significantly from the Administration's proposal.
- \* At FAA, we have put together a workgroup at FAA to develop a proposed FAA pay system based on the OPM proposal. This group is sifting through various proposals and recommendations and will soon submit a package for my review. I want to move forward as quickly as possible in this area because I think there are inequities that need to be addressed.
- \* So there is no shortage of options. What we need now is a solution that best serves the interests of Federal employees and brings their pay system into greater conformity with that generally prevailing in the private sector.

#### Capital Investment Plan

- \* As I mentioned earlier, we already have begun to look beyond the NAS Plan to the aviation system of the 21st century. Accordingly, we are replacing the NAS Plan this year with a new, more comprehensive and flexible Capital Investment Plan. It will incorporate the original 90 or so NAS Plan projects together with follow-on projects and entirely new F&E needs. It also will address infrastructure improvements.
- \* What we're shooting for is a plan that can accommodate flexibility, growth and change. We also want to avoid one of the major pitfalls encountered by the NAS Plan. That is, the idea that planning documents are carved in stone and shouldn't be change no matter what the justification. In Washington, any such changes generally are defined as "slippages" and "overruns," neither of which makes you any friends in the media or on Capitol Hill.

- \* That's why the Capital Investment Plan will distinguish clearly between near-term and longer-range planning. In my view, it's possible for an organization to plan effectively only three to five years out. Beyond that point, it becomes increasingly difficult. Capital projects can not be nearly as well defined, costed or scheduled. So, when we talk five to 15 years in the future, we have to deal more with choices and options, rather than firm commitments. The new plan reflects that reality.

#### EEO Goals

- \* The Capital Investment Plan, of course, deals with "things" and not people. We need to put the same level of time and effort into planning our human resource management programs for the 1990's and beyond.
- \* One area that requires special attention is Equal Employment Opportunity. Every time I look at our numbers on women and minority employment, I have one of those "Maalox Moments."
- \* But, really, it's no joking matter. The minority population at FAA is 14 percent compared to 18.5 percent for the civilian labor force nationwide. For women, it's 21 percent, about half the national average. Moreover, we have made virtually no progress over the past five years. Something has got to give.
- \* Hiring women and minorities used to be a case of "Do the Right Thing" -- you know, you did it to show your heart was in the right place or to avoid a lawsuit or a little of both. But that's changing fast. Increasingly, it's becoming a matter of do the necessary thing -- that is, the necessary thing for organizational growth and, maybe, even survival.
- \* Just about every futurist scenario I've seen talks about a severe labor crunch in the 1990's and beyond with skilled labor being in especially short supply. The reasons are a continually expanding economy and the coming of age of the so-called "Baby Bust" generation which means there will be fewer young people entering the labor force.
- \* In fact, white males already are a minority in the labor force although you wouldn't guess that walking around FAA headquarters. Moreover, a 1987 study by the Hudson Institute predicts that 85 percent of new workers entering the labor force at the turn of the century will be women and minority men.

- \* What that means to organizations like FAA is that we simply cannot afford to ignore these segments of the population. We need to get much more aggressive in our hiring and personnel selection. We also need to do a much better job of training our employees and, just as important, keeping them on board once we have them. That means paying special attention to such issues as child care and part-time employment.
- \* On the issue of child care, Herb McLure will be talking [has talked] to you about the progress we are making throughout FAA in providing day care facilities.
- \* First off, when discussing child care, it's important not to confuse the issue. The fact is that child care is not a WOMAN's issue. Child care is an issue that affects both men and women. Our task is to create a work place that accommodates the worker--male or female.
- \* The Department has taken an active role in this issue. It has published a child care center handbook, and FAA's Office of Labor Relations is collaborating with OST in developing additional guidance material. FAA has a draft action notice in the works as well.
- \* The Secretary has put it this way: "Providing quality care for our children is one of the most important contributions we can make to our Nation's future." I fully agree, and I want you to know of my personal interest in and support for this program.

Conclusion:

- \* In closing, I would like to congratulate the Professional Women Controllers on completing 12 years of productive service to both FAA and its members.
- \* The organization has grown steadily and, I understand, now includes a respectable percentage of males among its members.
- \* One reason I believe that FAA and the PWC have enjoyed such a harmonious and fruitful working relationship is that we have the same basic goals for the people who run our nation's air traffic control and flight service station systems. We both want to promote professionalism and enhance career development at all levels.
- \* I look forward to working closely with you in the future in advancing these goals.
- \* Thank you for asking me here today!

Professional Women Controllers  
National Convention  
Las Vegas -- May 1990

1 Good evening and welcome. Thank you  
2 for that warm introduction, Donna.  
3 It's my pleasure to address this group.  
4 Your conference this year has been as  
5 it always is: first-rate, professional  
6 and incisive. Quality from start to  
7 finish.

1 I'm talking about air traffic  
2 controllers, AF technicians, pilots,  
3 administrative personnel, lawyers, et  
4 cetera et cetera and so on down the  
5 line.

6 I bring a message tonight that's maybe  
7 a bit hard to swallow for those of you  
8 who don't accept change too readily.  
9 I'm proposing a whole new way of  
10 looking at things. [PAUSE]

1 The United States is faced with  
2 capacity problems on one hand, and on  
3 the other hand, we've got an industry  
4 unwilling to accept a major solution to  
5 that capacity problem -- the tilt-  
6 rotor. [ We've got a national deficit  
7 counted in billions and trillions, and  
8 we're sitting on a trust fund that's  
9 well beyond the seven figure range. ]

[ DELETE ]

1 The point is that we're in danger of  
2 losing everything we've gained as  
3 women, as professionals, as members of  
4 this agency. We've got to break  
5 through those seven famous last words  
6 of organizations that are now extinct.  
7 WE NEVER DID IT THAT WAY BEFORE.

8 I'm reminded of a story about a guy who  
9 had a real passion for driving his  
10 sports car on the weekends. He was  
11 tooling along on a dirt country road,  
12 maybe just a bit beyond the speed  
13 limit.

1 Still angry, he accelerated into the  
2 turn. [PAUSE] Ten feet later, he  
3 slammed into a pig that was standing in  
4 the road. [PAUSE]

5 The hero of our story was a man who  
6 lived and breathed the status quo.  
7 Somebody yells at you, yell back.  
8 [PAUSE] If your boss does something  
9 you don't like, there's plenty of time  
10 to return the favor. [PAUSE] This job  
11 is good enough -- for GOVERNMENT work.  
12 [PAUSE]

1 You've shown that in the last few  
2 years, you're becoming a credible  
3 voice, a voice management wants -- make  
4 that NEEDS -- to listen to. You're on  
5 the Admiral's calendar.

6 You've gone through hardships, but it's  
7 key to note here that every group does.  
8 What's key to note as well is that  
9 unlike most other groups, you've  
10 overcome most of those hardships, and  
11 you're succeeding. [PAUSE]

1 For example, one of the agency's  
2 biggest problems is child care. We're  
3 in good company, as child care also is  
4 one of industry's biggest problems. If  
5 I asked right now what's the PWC stand  
6 on this topic, how many of the  
7 membership here tonight would know the  
8 answer?

9 What has the PWC done about this  
10 complex and troublesome issue? Maybe  
11 you've done a lot, and I just don't  
12 know about it.

1 Each of you -- the pioneers I mentioned  
2 previously -- has a responsibility to  
3 see that problems facing this agency  
4 are addressed and solved.

5 That's also your ticket to being viewed  
6 as a group of action. It's one thing  
7 to talk about action and saving the  
8 world, but it's quite another to go  
9 about doing it.

1 It strikes home. I see examples of  
2 this my own region. When I came to New  
3 England just about two summers ago, one  
4 of the first things I said was, Let's  
5 get a child-care solution in gear for  
6 the employees.

7 I just received the report OUTLINING  
8 the situation a few weeks ago. In  
9 their defense, the people working on  
10 the project have faced cutbacks in  
11 personnel and budget. It seems as if  
12 it's been one roadblock in their path  
13 after another.

1 Consequently, a solution to one of the  
2 major problems facing the work place  
3 today is just creeping along. I know  
4 that the situation is the same in many  
5 other regions across the country.

6 There are those who would blame the  
7 situation on the budget or lack of  
8 F-T-Es.. There are those who would say  
9 that straight-lining is the problem.  
10 Others say that Washington doesn't  
11 care, and without them, nothing gets  
12 done.

1 If you don't have the resources or the  
2 time, make them. Social critic John  
3 Wimber says that you can tell where  
4 someone's coming from by how he spends  
5 his time and where he spends his money.  
6 I agree with him, but that's a question  
7 each of us needs to answer for  
8 ourselves. [PAUSE]

1 Today, that's all changed. Made in  
2 Japan means a car that won't break down  
3 all the time. It means the world's  
4 fastest, best and most expensive  
5 computers. It means quality. [PAUSE]

6 In this context of translating  
7 excellence into action, let me recount  
8 the ways of a few pioneers for you.

1 Pioneer number two is a woman as well.  
2 She's an Asian-American. Before you  
3 start thinking about how foreigners are  
4 invading our shores, consider this:  
5 she's been an investment executive and  
6 has an M-B-A from Harvard. She's in an  
7 industry dominated by men, yet she is  
8 currently holding down the number two  
9 post in a group that numbers 104,000.

1 Each of these three pioneers has faced  
2 situations at one time or another that  
3 would have left most of us guessing or  
4 -- perhaps even worse -- quitting. But  
5 each came through, and each has made  
6 the difference in many, many lives.  
7 They've never said, It's never been  
8 done that way before. Instead, they've  
9 said, We've got a problem, let's get to  
10 solving it.

1 What are these other problems? Equal  
2 pay for equal work. Sexual harassment.  
3 Recruiting women in the work place.  
4 Keeping women in the work place. The  
5 list goes on and on. And you know each  
6 of the items.

7 In closing, that's it for me tonight.  
8 I hope that these thoughts have given  
9 you insight on what I consider to be my  
10 part. I'm anxious to see what you do  
11 with yours.



U.S. Department of  
Transportation

# News:

Office of the Assistant Secretary for Public Affairs  
Washington, D.C. 20590

FOR IMMEDIATE RELEASE  
Tuesday, May 15, 1990

Contact: Bob Buckhorn  
Tel.: (202) 267-3883

STATEMENT BY FEDERAL AVIATION ADMINISTRATOR  
ADMIRAL JAMES B. BUSEY  
ON AVIATION SECURITY  
May 15, 1990

Today, the Presidential Commission on Aviation Security and Terrorism issued its detailed and thoughtful report on an issue that affects each and every American citizen. I want to thank the Commission for its dedicated review of these complex issues and what I understand are 60 recommendations aimed at improving aviation security.

While I have not yet reviewed each of the recommendations, I have followed closely the Commission's proceedings and last week I met with the Chairwoman to discuss the general areas of concern.

As you know, in the last year the FAA has done much to continually tighten the aviation security network.

- We adopted more stringent security requirements including enhanced screening of electronic devices, and improved dissemination of threat information.
- We installed several explosive detection systems -- both in the U.S. and abroad.
- We increased the number of security specialists assigned to international locations, ICAO, the Department of State and the CIA.
- We developed stricter training and testing standards for airline security personnel.
- We requested \$26 million to fund our Aviation Security Research and Development Program for FY 91 -- a 100 percent increase in funding over this year, and

- Later this year we will begin construction of an explosive detection laboratory to support our R&D work and to evaluate promising technology for the detection of explosives and weapons.

More remains to be done if we are to counter every tactic that may be used by an international terrorist intent upon causing wanton destruction.

The Commission's recommendations are a welcome contribution to our efforts of the last year to enhance aviation security and to attack the global threat of terrorism in our skies.

Today, the Secretary and I ordered an immediate review of the Commission's complete report and an analysis of the recommended actions. This morning, members of my staff and senior officials of the Department of Transportation met with the Commission's staff to begin that undertaking. This joint working group will report to me and I intend to implement those recommendations that meet the FAA's one essential criterion -- to help eradicate airline terrorism.

# # # # #

15 May - 90

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Although I have not completed my review of the Commission's report, I would be glad to answer a few questions for you.

REMARKS BY ADMIRAL JAMES B. BUSEY  
FAA ADMINISTRATOR  
BEFORE THE AEROSPACE INDUSTRIES ASSOCIATION  
WILLIAMSBURG, VIRGINIA  
MAY 16, 1990

Thank you. It's great to be with you today. I welcome this opportunity to give you a few of my thoughts about the FAA and the changing world of aviation.

I understand that later on today you'll be considering what lies ahead for civil aviation in a time of declining defense budgets, and I hope that maybe some of the things I have to say will be useful when you get into that subject.

If you're like me, you get kind of tired hearing speakers say we live in an age of rapid change and challenge. But like most cliches, there's a lot of truth in the statement. As one wit said, "the future ain't what it used to be." And that's surely true in the world of aviation.

You know the story. The volume of air traffic is rapidly increasing. More people, more planes, more flights--and, consequently, at certain times and places, more congestion and delay.

That trend must not continue. We cannot let America's air transport system bog down. We've got to increase capacity to handle ever rising demand. Otherwise, the efficiency of the world's greatest air system will decline--with serious consequences for America's competitive strength in tough world markets. American business depends on efficient air transportation today.

So we have our work cut out for us. We've got to increase the system's capacity and efficiency. We need better airports. We need more airports. And we need to get the most advanced technology available to increase the capacity and efficiency of our air traffic control system.

Now all of that's going to cost a lot of money. We might as well be frank about that. We're going to complete the 15.8 billion dollar National Airspace System Plan, the NAS Plan. But that won't be the end of it. To get our system ready for 21st Century demands, we've got to be willing to make major capital investments in new technology and equipment on a continuing basis. And I don't mean sometime way off in the future. I mean over the next few years.

I'll get into some of the big dollar figures in a moment. But first I want to remind you that in Washington you don't stand much of a chance of getting substantial human resources and investment capital unless you have the whole-hearted support of the Administration.

I'm glad to tell you that we do indeed have that support. Over the past year, Secretary Skinner and I have developed a new working relationship between the Department of Transportation and the FAA. And we have begun to put into place the tools we need to meet the challenges of the 1990's.

For one thing, the Secretary has given me the authority to make major procurements--those running above 150 million dollars. The Secretary has given me the authority to establish new executive positions that I may need to help me manage the organization. And he's granted me the authority to give my senior executives incentive bonuses.

So we have a solid, positive FAA/DOT relationship.

We also have the firm backing of the President. In his State of the Union address, the president gave strong support to Secretary Skinner's new national transportation policy, which includes a number of important aviation initiatives.

Last summer, as part of his new Management by Objectives system, the President selected three objectives for the Department of Transportation. One of them is, and I quote: "To keep the National Airspace System modernization moving forward to ensure that aviation user demands can be safely and efficiently accommodated..." End of quote.

And in the forwarding letter with his fiscal 1991 budget proposal, the President specifically noted the need for "a major investment in civil aviation."

The President's support, along with the fact that we've got a good working relationship with The Hill, gives me a great deal of confidence about getting the funding and resources we need to modernize and expand our air transport system.

Let's look at some of the numbers. Our 1991 budget proposal calls for a 16 percent increase in the FAA budget. The major items in the budget include:

- \* just over 4 billion dollars for operations, a 7 percent increase;
- \* 2.5 billion dollars for facilities and equipment, a 45 percent increase;
- \* 190 million dollars for research, engineering, and development, a 12 percent increase;
- \* and 1.5 billion dollars for airport improvement grants, a 5 percent increase.

A month after we submitted our budget proposal, we put forward a comprehensive five-year spending and investment plan as part of our FAA reauthorization proposal.

This proposal is the first major action the Administration has taken to implement Secretary Skinner's new national transportation policy. That policy defines 169 guidelines and 65 legislative, regulatory, budgetary, and program initiatives that will give us a vastly improved transportation system.

The national transportation policy is not an academic exercise that will gather dust on a shelf. It's workable. It's pragmatic. And we're using it. It is, in fact, the basis of our FAA reauthorization proposal.

The proposal calls for a 22-billion-dollar, five-year program of capital investments to modernize our air traffic control system. This will constitute an overall increase of 78 percent in aviation capital funding over the next five years, compared to the last 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.

To get the additional funding we need for these significantly increased expenses, and to make the system more equitable, we propose to do two things--spend down the current surplus in the aviation trust fund and increase user fees.

In addition, we proposing a new funding source for airports, a passenger facility charge, or head tax, that we believe can provide significant additional funds for airport development.

Let's take the trust fund first. We're proposing to spend it down from 7.6 billion dollars at the end of this fiscal year to less than 3 billion at the end of fiscal 1995.

As you know, the trust fund comes from fees paid by users of the aviation system. Although government studies show that 85 percent of the FAA budget goes for services for aviation users, in recent years the fund has covered only 57 percent of our budget—which means that users haven't been paying their fair share. So we're also proposing that aviation users finance 85 percent of the FAA budget.

In addition, current user-fee levels are too low. This year, for example, user fees will bring in about 3.9 billion dollars. That's just 55 percent of our current budget of 7.1 billion dollars—well short of the 85 percent that users should pay for the services they get.

So we think user fees should be increased, with the passenger ticket tax going from 8 to 10 percent, the 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.

There's no question that user fees are the best way to ensure adequate funding for the FAA in the years ahead. They can give us an assured stream of dedicated revenues, so that we won't have to compete for limited federal funds in this age of tight budgets.

As I mentioned a moment ago, we're also proposing to allow airports to charge a passenger facility charge, of PFC, of up to 3 dollars for every passenger using the airport.

The PFC could bring in a lot of additional money that we need for airport improvements that can ease congestion, reduce delays, and make air travel more comfortable. If our 50 top airports impose a three-dollar PFC, for example, they would collectively raise an additional 1.2 billion dollars a year.

Under our proposal, we've set up the formula so that an airport that chooses to collect a PFC will always get more funds than it would without a PFC, even if it has to forfeit its entitlement to federal AIP funds.

The PFC will reduce an airport's dependence on Federal assistance. And it will give the FAA greater freedom in using our airport discretionary funds, which must now be allocated among airports that contribute most to capacity. We might be able to help more of the 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, I'm convinced the time has come for a passenger facility charge.

Now, of course, we must run our capital investment and modernization programs on time and on budget.

I did a comprehensive review of the procurement system at the FAA during the past year, and I must say that I ended up substantially agreeing with the criticisms leveled at us by the GAO and others.

The bottom line is that we—and I mean the FAA and you folks, too—are not doing a good job of bringing the vision of the National Airspace System Plan into being.

I found that we needed to change things within the FAA. And I also came up with some ideas that I think will improve the way you contractors work with the FAA. I'll say more about that in a moment. But first, let's look at the changes we're making in the FAA.

When I did my review of the FAA procurement system, I discovered two main problems. One was the lack of focus. The other was the lack of discipline in using the process.

I'm sure you understand the lack-of-focus problem. No one was in charge of our major programs. We had contracting officers, legal officers, technical officers, quality assurance representatives, and people called program managers. But at any given time in a program, any one of them might be pre-eminent, and that meant that our contractors—many of you, I'm sure—had to integrate the FAA, had to figure out who was on first, who was on second, and what we were really doing.

Now we're trying to solve that problem by creating a strong matrix with strong program managers who will clearly be in charge of our programs. These folks will be supported by our technical, legal, contracting, logistics, and other FAA resources.

But I'm making it very clear that I will look to the program manager as the single focal point for all FAA activity associated with a particular program.

To correct the problem of lack of discipline, I intend to install the A-109 process for managing major programs. This means we will go through an orderly four-step process:

\* to define our needs;

- \* to assess all the possible candidate concepts for satisfying those needs, in order to reduce the risk associated with the concept that we select;
- \* to go through a development program;
- \* and finally, after adequate independent operational testing, to contract for production and installation of the system in the field.

In addition to the A-109 process, we're also concentrating on setting up integrated logistics support.

From the very outset of a program, we're going to do the planning and preparation that will ensure that we have the necessary training and spare parts and support in place when we field a new system. From the moment our professionals in the field turn a new system on, right from Day One, we're going to be absolutely certain they can use it and support it.

Now let's shift the focus to you folks.

I've just told you what we're doing to improve the way we do business at the FAA. Now I want to ask you to step up to the bar and take a careful look at how you conduct your business with the FAA.

In general, I believe you can do a better job of assessing business opportunities, in writing proposals, in conducting your side of contract competitions, and then in executing the contracts you win.

Let me be more specific.

First, when you go after an FAA contract, I hope you will make sure you have the wherewithal--in people, resources, and commitment--to make the effort a complete success.

Second, when your proposal team looks at Requests For Information (RFI's) or draft Requests For Proposal (RFP's), be sure they raise all of their questions with our program team.

If there is a flaw in a specification or work statement, that is the time to correct it. Then, make sure that you have strong "red teams" in place to give your proposals a thorough examination.

I want you to be precisely responsive to our RFP's. I'm willing to award a contract without discussions, if your proposal is truly responsive to our needs.

On the other hand, if you feel we did not ask for the right things and you were unable to articulate your concerns in

Third, give the competition your best shot and then accept the results. If we violate your rights, by all means, protest. However, I must say that sore losers are costing the FAA and the taxpayers a lot of time and money.

The FAA has an excellent record in conducting contract competitions. Only 5 of 53 protests filed in the past three and a half years have been sustained by GAO and General Services Board of Contract Appeals. But millions of dollars have been wasted while we defended ourselves and awaited the eventual denial of the protest. This is not the way to do business.

Fourth, when you win, I want you to put your best team on the job from the beginning. We need to succeed with every contract. And when I say "we" I mean both the FAA and you and your companies.

Our needs and goals should be completely compatible. You want to enhance your reputation and make a fair profit for your shareowners. We want to field affordable, effective systems in a timely manner. That demands aggressive, professional teams on both sides.

All too often, we've waited until we were in trouble before we found the right people or assigned the right resources to work the problem. Certainly it's easier and cheaper to do it right the first time than to have to clean up a mess--and maybe not get it right until the second or third try, or maybe never.

Finally, we need your continued concentration during and following the fielding of new systems.

We all know from experience that some unknowns will show up only when the system is run by real people in the real world. At that point, we need the best of the design and development team ready to help us pinpoint the problem and define the solution, rapidly and accurately. We don't want the second team for that job.

I know that we can all do better. We owe it to the public we serve, to your companies, and to your shareowners.

So let's get together on this one, in a spirit of cooperation, and win back the reputation we've lost in recent years.

Now I want to turn to a couple of questions in the international areas. The FAA is the premier world airworthiness authority. For many years we have set the standards for the world.

We intend to retain our leadership position. But we recognize that no nation today can dictate world standards. In today's world, we've got to work with other nations to harmonize our common standards.

Aviation is truly international. National borders really don't mean much any more. Aircraft components are manufactured in one nation, assembled in another, and the final product may be flown in another. People cross borders and oceans as if they didn't exist.

So we must have an international view. We can no longer look at this business from a narrow, purely domestic viewpoint.

From both a business standpoint and a governmental standpoint, we absolutely must find ways to avoid technical and interpretive differences between ourselves and the other major aviation nations.

We must ensure that airworthiness standards, policies, and guidance do not create unnecessary burdens on the products that your companies produce.

This is especially important right now in relation to airworthiness certifications for derivative aircraft and to the requirements relating to aircraft noise.

I don't need to describe the issues to you. I'm sure you know about the problems we had with the certification of the later derivatives of the 747. And I'm sure you agree that the question of new and derivative certifications must be handled in a uniform, coordinated, and consistent manner throughout the world.

We must harmonize our airworthiness standards with the other major aviation nations. And that's exactly what we're doing.

Since the early 80's, we've been getting together regularly with the Europeans to try to harmonize our standards and the interpretations of those standards. These meetings have become a place where the world's heavy-duty manufacturing countries get together to make sure that the standards they are following are as uniform as possible.

The seventh meeting of the FAA with the European Joint Aviation Authorities will be held in San Francisco next month. Many of your companies will be represented at the meeting.

I think the time has come to accelerate the effort to unify our airworthiness regulations on a truly worldwide basis. And this year, at the suggestion of the FAA, we've invited representatives from China and Russia.

We've also got to deal more aggressively with the aircraft noise problem, internationally and domestically.

As you know, the Europeans are developing a schedule for the phase-out of noisier Stage-2 aircraft. Some people think these aircraft could be dumped in the U.S. market if the Europeans get rid of them sooner than we do. We don't want that to happen, and I don't think it will.

We're carefully monitoring what they're going to do in Europe, and we'll be playing an active role in the special ICAO assembly meeting that will be held in October to develop an agreement on a Stage-2 phase-out.

Aircraft noise is a difficult and complex problem. It is not subject to easy or fast answers. And I don't think it's going to be solved until we have a consensus on how to deal with it on a national basis.

We simply can't ignore it. And we can't let local governments and airport authorities deal with it solely from a limited, local viewpoint. We have to handle the issue in a way that considers national needs.

The work we've got to do is well-defined in Secretary Skinner's national transportation policy, which calls for an "orderly and expeditious phase-out" of Stage-2 aircraft. The policy also says that:

- \* we must prevent unreasonable and harmful noise-related restrictions;
- \* we must deter local actions that unreasonably interfere with system efficiency or increase system costs;
- \* and that we must encourage development of local tools for ensuring compatible land use around airports.

That means we've got to work with the aviation industry, state and local governments, and community groups across the nation.

I think we ought to start by seeing if we can develop a national noise policy that will give us the guidance we need to deal with this issue on a national basis. So we need a national debate on noise policy. And I intend to start that debate this year.

We can't wait. By putting a brake on airport development, the noise problem can severely affect our efforts to increase the capacity of the nation's air transport system.

I'm sure we can find the answers. But it's not just a federal responsibility. Everyone has to come to the table--the aviation industry, the people involved in land development near airports, the airport proprietors, and the federal government. We've all got a piece of the action, and we've all got to work together to get a solution.

There are no easy answers that will make everybody happy. And that's all the more reason why we must involve as many people as possible in developing a national policy based on consensus.

All of the things I've mentioned so far are essential to developing the air system of the 21st Century. They're all aimed at increasing the safety, capacity, and efficiency of America's air transport system.

The FAA, of course, has a leading role in all of this. But we can't reach any goal alone. Everything, without exception, that we want to accomplish will require the cooperation and active involvement of the private sector. We can't get there without you folks.

And that's especially true in the development of aviation technology, which is essential to the future of American aviation. We all know that future advances in aviation safety and efficiency will come primarily from continued technological development.

For example, the development of a civil tilt-rotor aircraft can give us a major increase in system capacity with relatively little increase infrastructure investment. It will help relieve airport congestion and improve transportation between cities and airports.

I'm a strong supporter of the tilt-rotor. And the FAA is working closely with the Defense Department and the V-22 program. The data we're getting from their flight tests will eventually be used in certifying a civil tilt-rotor.

Now that's just one example of how we're spending our research dollars. The list of projects we're helping to fund covers the range of aviation and is too long to review now.

But I want to leave you with this thought. While the FAA will have an R&D budget of 190 million dollars in fiscal 1991, that's not nearly enough to do the job.

We need your help too, and I want to encourage you to consider kicking in more resources for research in commercial aviation technology.

We need more research and development on quieter airframes, longer-lasting airframes, engine-silencing technology, reliability technology, and in many other important areas.

I haven't got the R&D budget to do all those things. So I want to urge all of you to get more involved.

Well, I've talked long enough.

Let me summarize my message by saying that, yes, we face many challenges as we prepare American aviation for the next century--but none of them are insurmountable, if we work together. I know we can. And I know we will.

Thank you.

1300  
May 25, 1990

NOTE FOR ADMIRAL BUSEY

Admiral:

I've covered all the points you mentioned and added a bit more to the noise section -- but did not go into the proposed process and timetable for developing a policy.

I think this will be a good speech for this audience. I wasn't able to come up with any humor that I thought would fit the occasion. That's hard to do, but I'll keep trying for future speeches.

I'll work on the Illinois speech (June 2) this weekend and send you a draft late Tuesday. And I'll see you Thursday afternoon.

*Wright*



U.S. Department of  
Transportation

# News:

Office of the Assistant Secretary for Public Affairs  
Washington, D.C. 20590

**EMBARGOED FOR RELEASE 2:00 P.M.**  
**Tuesday, May 15, 1990**

Contact: Bob Buckhorn  
Tel.: (202) 267-3883

**STATEMENT BY FEDERAL AVIATION ADMINISTRATOR  
ADMIRAL JAMES B. BUSEY  
ON AVIATION SECURITY  
May 15, 1990**

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While I have not yet reviewed each of the recommendations, I have followed closely the Commission's proceedings and last week I met with the Chairwoman to discuss the general areas of concern.

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NEWS CONFERENCE WITH: JAMES BUSEY, FAA ADMINISTRATOR, RE: RESPONSE TO  
THE FINAL REPORT OF THE PRESIDENT'S COMMISSION ON AVIATION SECURITY AND  
TERRORISM, FAA HEADQUARTERS, 800 INDEPENDENCE AVENUE, WASHINGTON, DC  
2-1 page# 1 TUESDAY, MARCH 15, 1990  
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ADM. BUSEY: Good afternoon, ladies and gentlemen, and thank  
you for coming here to **FAA** headquarters this afternoon.

As you know, today the Presidential Commission on Aviation  
Security and **Terrorism** issued its detailed and thoughtful report on  
an issue that affects each and every American citizen. I want today  
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More remains to be done if we are to counter every tactic that  
may be used by an international terrorist intent upon causing wanton  
destruction. The commission's recommendations are a welcome  
contribution to our efforts of the last year to enhance aviation  
security and to attack the global threat of terrorism in the skies.

Today, the Secretary of Transportation and I have ordered an  
immediate review of the commission's complete report and an analysis  
of the recommended actions. This morning, members of my staff and  
senior officials of the **Department of Transportation** met with the  
commission staff to begin that undertaking.

This joint working group will report to me, and I intend to  
implement those recommendations that meet the FAA's one essential  
criterion: to help eradicate airline terrorism. Although I've not  
completed an in-depth review of the Commission's report, I'll now be  
glad to try to answer any questions you may have.

ENS CONFERENCE. WITH: JAMES BUSEY, FAA ADMINISTRATOR, RE: RESPONSE TO  
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-2-1 page# 2 TUESDAY, MARCH 15, 1990

Q -- one of the conclusions that's sure to be controversial is that, as Mrs. McLaughlin put it, that you shouldn't be squandering any public or private money on TNA -- should take, simply say that the machine doesn't work. What's your initial reaction to this very firm conclusion by the Commission?

ADM. BUSEY: Well, my initial reaction is that the Commission also acknowledges that the TNA technology is the only technology that we have in being today that has the possibility of detecting plastic explosives, Semtex and other similar such explosives. We have purchased six of these machines with taxpayers' dollars. We've put two of them in place in this country. A third is going in place in the UK as we speak. I intend to continue to press to place the other three machines.

The machine was specified to detect quantities of explosives -- back in the 1987 time frame -- quantities of explosives that were larger than the amount of explosives believed to have caused the Pan Am 103 tragedy. The machine can detect smaller quantities of such explosives, but with a higher false alarm rate. I believe that the deterrent capability of this technology is there and that we can deal with higher false alarm rates through other methods of searching, et cetera.

So after we analyze the details in the report -- after we receive the recommendations from the National Academy of Science, who has studied our research and development efforts over the last year -- after I receive that report next month, receive the results of another report that the Airline Transport Association has commissioned through academia, and after we receive the report of the congressional research advisory group, then we'll take a hard look at whether we want to make any changes to our present strategy.

Q Admiral --

ADM. BUSEY: Yes, sir.

Q The Commission members are quite critical of your agency for being reactive rather than proactive, for -- you've given us a list of your accomplishments since the downing of 103, and they're all sort of after the fact, too little too late. There is a suggestion that the FAA should not be in the business of airline security, that someone else should take that over. How do you react to that?

ADM. BUSEY: Well, as I understand, the Commission's report makes recommendations for changing the position of aviation security within the FAA, which tells me that they in their wisdom, as a result of their study, could not come up with a different way of providing security -- aviation security. I think we have the capability here within the FAA to do that job. I'll take a look at

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sense. I have not been hesitant to make changes in the organizational structure in the FAA in the 10-some months that I've been aboard, and I would expect to continue to make organizational changes.

But I believe that the label of being reactive is clearly a matter of perception, and in the eyes of the Commission, it perhaps has a certain amount of merit, but I'm also aware of where we in the FAA have been what I would characterize as proactive. In the past, our airport access rule here in the continental United States, for example, was certainly proactive, but we received a lot of criticism for putting that rule in place because we didn't study it and staff it thoroughly enough. I believe the FAA was proactive back in the mid-'80s in undertaking the technology investments that have led to the TNA device that's available today. One could judge that as being proactive. And of course, we've certainly seen that funding stimulate the development of this kind of technology in our industry.

So I think there are some things that we've done that in my judgment could be classified as being proactive, but for which we've also gotten a lot of criticism for not taking time to study it. So it's a fine line that we'll have to continue to walk.

Yes, sir?

Q In your judgment, what went wrong to produce many months of delay in the FAA's forcing Pan Am into greater security measures in Frankfurt and London?

ADM. BUSEY: I think the thing that went wrong is that we took the word of people in the management structure of Pan Am that led us to believe that they were fully aware of the discrepancies and the lack of compliance with certain standards that we the FAA had established. They had indicated to us that they were aware of these deficiencies and that corrective action would be taken. And it was only when I became aware in August of the latest inspection that we made that I became concerned that this information was not being articulated up the chain of command in Pan Am that I decided that it was time for a one-on-one discussion with the chairman of Pan Am. And the corrective action that I wanted to have in place was instituted in less than a week.

Q Would you characterize -- would you characterize the criticisms of the FAA in the report as being fair or not?

ADM. BUSEY: Without having studied the report in detail, I find it difficult to respond. I value the judgment that the Commission members and their staff brought to the study. As I said before, I followed their actions. I think we've been treated fairly.

I think the adjectives that have been used in the report, which

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a little more positive; but the fact of the matter is they are not.  
I don't like the adjectives that were used, and none of my FAA  
colleagues, throughout our 50,000-strong person organization, none  
of them liked the characterization either.

But I think our challenge is now to turn those challenges --  
those charges around, use them positively to help us work forward,  
close the loopholes that the Commission points out, and move forward  
to continue to provide the best security that we humanly can to the  
American traveling public.

Q Admiral?

ADM. BUSEY: Yes.

Q The Commission estimates I think six months to a year to  
implement their recommendation. What kind of timeframe do you  
have?

ADM. BUSEY: I suspect that there are recommendations, in the  
60 or so that have been made, that can be implemented much more  
quickly than that. And I would venture that the task force that the  
Secretary and I have put together will begin reporting back to us on  
a weekly basis, and I would expect to see some of the  
recommendations that we find positive, within our ability to do,  
without legislative support -- I think we can start instituting  
some of those changes within a matter of a few weeks. So, I think  
the estimate that was given of six months to a year is probably  
right on the mark.

Q Admiral, Senator D'Amato called the FAA's performance

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"nothing short of dismal." Do you have a reaction?

ADM. BUSEY: Yes, my reaction is similar to my response earlier. I don't like the negative adjectives, but they're a fact of life. They're there -- they're on the table. Mistakes were made. We think that we have -- that we've worked hard to put corrective measures in place over the last year or so, and we're going to continue to fix loopholes, as the threat indicates, as the lessons learned that we pull from these tragedies indicate that we should make fixes, and as we continue to get the guidance, not only from the commission, but also from the Congress.

Q Admiral, as a former senior military officer, do you have any thoughts on the nation's ability or willingness to respond militarily to acts of terrorism?

ADM. BUSEY: Well, I've left the military behind, for about a year. I find the challenges of this job that I have right now occupying 28 hours of every day.

Q This would be a harder question to answer if you were in uniform. Now that you are out of uniform, maybe you can speak to the question.

ADM. BUSEY: I think issues of **national security** are more appropriately answered by the White House. Yes?

Q One interesting concept that came up was the final (?) security manager for each airport. What do you think of that idea?

ADM. BUSEY: Well, all I know is what I've heard talked about. I have not read that part of the report. The idea immediately has a certain attraction for me, so I'm going to be very interested in reading the details of the commission's recommendations in that regard. As I understand, their proposal or their recommendation is one that an accountable, single person be located at each and every airport with certain authorities, based on threat information, to take appropriate actions. The idea has a certain appeal to me. We need to study it, understand it, and see how we would begin to implement such a procedure. Yes, sir?

Q Along these same lines, the commission also recommends that the new FAA security director report directly to you instead of to an associate administrator. What's your sense of that recommendation?

ADM. BUSEY: I've been aware of that recommendation for some

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be an easy change for me to make because my director of Aviation and Security has, in my vernacular, been reporting directly to me ever since I've been on board anyhow. So, that would be a relatively cosmetic and simple organizational change to make, to serve, I think, to institutionalize better the relationship that I have with my security director right now.

Q Admiral, what happens to the TNA program now?

ADM. BUSEY: I'm going to continue to work hard to put in place the six machines that we procured. I mentioned that two of them are in place, one at Kennedy, one at Miami. We have an installation underway at Gatwick in the **United Kingdom** as we speak. We're negotiating still for a fourth and fifth location. The sixth location is yet to come. But I intend to put those six machines that the federal government has procured in place as soon as we can so that we continue to benefit from the experience we've been gaining since last fall on screening large quantities of baggage.

I then want to wait for the report, which is due next month from the National Academy of Science, one from ATA, from academia, and one from Congress, from their own body, to benefit from the recommendations that these three bodies will make, since it's just a matter of a few weeks, and then we'll consider what changes we may need to make to our employment strategy of explosive detection devices.

Q Admiral, do you believe that the equipment is not good enough as it is now designed?

ADM. BUSEY: I believe that the equipment, as it is now designed, is performing to the specifications that were called out several years ago, to detect with reliability and a low false alarm rate a specified quantity of explosives. We've learned, since the tragedy of Pan Am 103, we suspect that perhaps smaller quantities of explosive materials need to be detected. We need to learn whether this technology that is in place can be modified to give us the ability to detect these smaller devices, explosive devices. And the bottom line is that the TNA devices that we have in place today are the only capability we have to detect any quantity of plastic explosives. And, therefore, I feel a responsibility to deploy that technology to provide that additional measure of security to our traveling American citizens.

Q Admiral, do you agree in the Commission's -- the fifth paragraph of this report it says, "The Commission finds the US civil aviation security system seriously flawed." Do you think that that's still the case?

ADM. BUSEY: I don't believe that that's the case. And as I listened to the press conference that the Commission conducted at two o'clock, I believe

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closes some of the loopholes. The system was flawed. Mistakes were made which led to Pan Am 103. The biggest mistake that was made that was an explosive device of some kind was able to be placed on that aircraft that led to that explosion. Therefore, our security system was not impenetrable; therefore, there were mistakes made.

I want to own up to those mistakes. I think we have taken actions over the last year to close loopholes. We've got a lot more work to do. We're going to take the Commission's recommendations and march forward as fast as we can to try to close the loopholes.

Q Well, just to follow up -- just to follow up, then. Aren't you concerned that the traveling public will read this executive summary and read a statement like that saying your security system is seriously flawed, and actually be deterred from flying and be worried?

ADM. BUSEY: They very possibly may. I have not read that, so I can't determine here while we speak of the context within which that's placed. I would -- I would suspect that the context is surrounding the time of the Pan Am 103 tragedy.

Q That's what it says, I know.

ADM. BUSEY: But, I think the Commission's report also addresses the corrective actions that have been taken. I think I heard members of the Commission indicate today that our US civil aviation security system is -- is the best in the world, that the US citizens traveling on US carriers should feel much more safe and much more secure than traveling on foreign carriers that do not apply the extraordinary security procedures that we insist that our international carriers operate under. So, I would like for the public to feel that we are doing everything humanly possible to close all possible loopholes.

There's no 100 percent guarantee. There simply is not 100 percent guarantee. But I would like the traveling public to feel that traveling on a US carrier internationally is a safe way to travel, and that if we cannot be confident that we're guaranteeing the safety of a specific flight, that flight will not go.

Q Admiral, did the Commission specifically ask that you transfer FAA Security Chief Ray Salazar?

ADM. BUSEY: The Commission did not specifically ask that I transfer former FAA Civil Security Director Ray Salazar. No one else ask. That was my decision.

Q One of the family members this morning described that transfer as a "mere slap on the wrist," and expressed frustration that stronger action had not been taken.

ADM. BUSEY: I had not heard that. I'm not aware of that. I

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manager in this other position. I have planned for many months to do that. Mr. Salazar some time ago had expressed an interest in this position. His capabilities and his qualifications fit him for the post, and that's why I decided that he was the right person for that position.

STAFF: We've got time for about one more.

Q Admiral?

ADM. BUSEY: I'll get to you.

Q Are there any other changes in structure or personnel going on right now?

ADM. BUSEY: No other changes in structure specifically related to the aviation security position underway, and I presume that's the genesis of your question. There are no other changes underway right now. I need to look at the report. I need to see what the recommendations are, and I suspect that there will be changes in the civil aviation security area just as there have been in procurement areas and other areas since I've been on board.

Q Did Pan Am ever show the FAA the KPI (ph) report?

ADM. BUSEY: I'm sorry.

Q Did Pan Am ever show the FAA the KPI (ph) report?

ADM. BUSEY: I'm not familiar with what you're referring to.

Q It's an Israeli intelligence report.

ADM. BUSEY: I can't answer your question. I'm not familiar with that.

Q Admiral, just one followup to that — are you going to replace Mr. Salazar, or are you going to wait and possibly revamp that on the lines the commission has suggested?

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ADM. BUSEY: I have -- I've tasked Mr. Bolger to be the Acting Director of Civil Aviation Security until I've had a chance to study the commission's report and decide what the next step is that I want to take organizationally in the civil aviation security area.

Q What do you expect to be the reaction of airlines in --

ADM. BUSEY: The reaction of airlines -- implementing new procedures?

Q Implementing these new security measures --

ADM. BUSEY: Our experience --

Q (Inaudible.) You may expect slowdown in movement of passengers.

ADM. BUSEY: Our experience with the commercial carriers that we deal with when we establish security standards for them to follow has been one of willing cooperation. We've worked very closely with the security directors of the major carriers, the international carriers, and I think our operation with them could best be described as one working in a spirit of collegiality.

Q That wasn't always true between Pan Am and the FAA before the 103 incident.

ADM. BUSEY: We've had our difficulties with Pan Am as I articulated earlier. But my take today is that we have a very cooperative relationship with Pan Am, and I don't expect that airline or any other international carrier to react negatively to any new civil aviation security procedures that we decide we need to put in place as a result of the commission's report.

Q Admiral, just one more question: You -- does the commission recommend -- I mean, you, for the first time, have acknowledged that the plastic explosives that were used on the Lockerbie plane could not have been detected by a TNA machine. Did the commission's work in any way compromise security?

ADM. BUSEY: I can't say that the commission's work may have compromised anything, and if I acknowledged explosive devices that were on there -- you know, we all are assuming that that was the case because we don't really know yet factually what specific kind of material was there or the exact quantity. There's been hypothetical estimates of the amount of explosives, but all of those estimates seem to be that it was for a smaller amount of explosives.

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these amounts of explosives has -- would have a negative impact on  
the deterrent capability of the TNA device. And I think that's what  
you're getting at. I don't see that anything has been compromised.  
The facts are out; they're in an unclassified way. And now, our  
emphasis is going to be to take the best advice that we can get from  
the scientific world -- these three bodies that I've previously  
mentioned -- and then re-strategize and decide what direction we're  
going to move in in the near term while getting all six of the  
machines that we have procured out into the system so that we can  
determine what's the best place for this kind of technology in our  
overall security system.

Okay, thank you all very much.

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