

~~Admiral James B. Busey~~
REMARKS FOR ADMIRAL JAMES B. BUSEY
ADMINISTRATOR
FEDERAL AVIATION ADMINISTRATION
BEFORE THE AVIATION HUMAN FACTORS CONFERENCE
VIENNA, VIRGINIA
JANUARY 15, 1991

Thank you very much. I'm glad to have this opportunity to welcome all of you to this national conference on human factors.

I think we all share the view that it is now time for the aviation world to put a lot more attention on human performance in aviation and on the factors that can help or hinder that performance. This is especially important in this age of increasingly sophisticated technology.

The importance of human factors in aviation is not something that we suddenly recognized yesterday. We have long known that we need to learn more about how people perform in the aviation environment, and many organizations in government, academia, and industry have been doing research in this area for a number of years.

But these efforts have not been well-coordinated, nor have they received the level of support and attention they deserve. A major reason for this is that, until now, we have not had a national plan to guide and coordinate our efforts.

Now we have such a plan. We envision a truly national effort, extending over the next ten years -- an effort that will give us the new knowledge and understanding that will lead to a higher level of safety in the air.

That is truly a goal worth the effort. And I know we will succeed, primarily because the roster of people attending this conference reads like a Who's Who in Aviation. The fact that all of you have chosen to participate gives me great deal of confidence. I don't think I've ever attended a conference with more sheer brain-power than we have assembled here today.

But we have more than just mental ability -- we have the movers and shakers, the people who will not only direct the research but also those who will put that research into practice in the real world, where it is needed.

So I want to thank all of you for your support, because I believe it ensures that this conference will mark the start of a new era in human factors research.

We have a lot of work to do. We need to learn more about how to use new technology, not to replace the human being but to improve his or her performance in the aviation environment.

We need to step up our research in this area. We need to do a better job of coordinating this research. And we need to make sure that the products coming out of this research are available to the aviation industry.

I know I speak for all of you and for everyone in aviation when I say that safety is our highest goal. Nothing -- absolutely nothing -- should ever come ahead of safety. It is our common goal and our common responsibility.

There's no question that technology has made flying safer. It has given us an air transport system that has literally transformed modern life, around the world, in just one generation.

But there's also no question that, even with all of our sophisticated technology, the human being is still the most important element in the aviation safety equation.

As good as our technology is, it has done little to reduce the level of human error, which is still a factor in 66 percent of air carrier accidents, 79 percent of commuter fatal accidents, and 88 percent of general aviation fatal accidents

We've learned some unexpected lessons in the past 10 years. Accidents involving the latest generation of airliners have shown us that technological advances may not solve human performance problems. In some of these accidents, a basic problem was the way the human being interacted with the automated system.

Now, as we know, the trend in accidents and major incidents is clearly down, and that trend should continue. And if we look just at the downward curve in the accident rate, it would be easy to sit back and pat ourselves on the back and say: "What are we worrying about? The safety record is improving."

But we can't do that. Air travel is going to keep right on growing on into the foreseeable future. Shortly after the turn of the Century, we could have 50 percent more planes and flights in the air. And that will increase the potential for accidents.

Even with a declining accident rate, we could end up with more accidents, just because of increased air traffic. Some experts project that on a worldwide basis, we could have an average of an accident a week.

That is clearly unacceptable.

I won't say that we've gone as far as we can go with technology. We will surely continue to use technology to make flying safer. But, in my view, the biggest safety payoff will come on the human factors side.

To get that payoff, we've got to shift our emphasis and concentrate a lot more on how to improve human performance in an increasingly complex environment. We must focus more on the people who run the system, fly the planes, and maintain the equipment.

I've spent my career in aviation, which means I've often been on the other end of the product pipeline that starts with researchers and engineers working on new products.

All too often, it's been my experience that many of those researchers and engineers either ignored or didn't understand the needs of the people who would be using the product. That often meant that the design failed to do the job that had to be done.

During the early stages of the Vietnam war, one of our major problems was that we had new technology and weapons out there that sometimes didn't work right, primarily because there had not been a good interface between the operators and the engineers.

We learned a lot from that. We learned that we couldn't always rely on engineers to solve a requirement for us. We learned that we had to detail our needs -- we had to define the restraints, the restrictions, and the operating parameters for the machines and systems we were using. And we had to find engineers and designers who would listen. Otherwise, we had no way of getting what we needed.

Today, in civil aviation, we have to be sure that our technology doesn't outrun the people, that it makes them even better performers. And that's one of the major challenges confronting civil aviation in these closing years of the 20th Century.

How are we going to meet that challenge?

We'll do it by making human factors research one of our core disciplines, by giving it the same importance that we give aeronautical research and engineering.

One of the limitations in doing anything meaningful in human performance over the years has been our pre-occupation with engineering solutions. In the development of aviation, from Kitty Hawk to today, we've been concerned -- and necessarily so -- primarily with aircraft and with the systems that control them.

Yes, we paid some attention to human performance. But, generally speaking, we felt that if we built a good machine or system, our human performance problems would take care of themselves.

Human factors took a back seat to design and engineering. All too often, the human factors people were invited in to take a look only after the design was set in concrete, too late to make easy changes.

You might say we were closing the barn door after the horse escaped.

So now we need to get human factors into the picture from the beginning of the development process, early enough to make a difference. We need to involve people who can ask -- and answer -- such questions as: "Will pilots understand this thing? Will they be able to fly it safely? Can our air controllers work it right? Can our maintenance technicians keep it working?"

To get those kinds of questions asked and answered early in the process will require a change in the culture. Human factors research must get the same level of attention that we give to engineering and technology. We want to see that happening in the research labs, in the aviation industry, and in the government.

It's happening within the FAA right now. Let me give you an example.

As you probably know, we're right in the middle of a multi-billion dollar capital investment program that will give us the advanced air control system that we'll need to handle increasing traffic volumes efficiently and safely.

Virtually every facet of the system will be computerized and highly automated. In the enroute environment, the system will eventually be able to detect and resolve flight control problems, make decisions, and offer clearances directly to aircraft without human intervention.

We'll have the same high level of automation monitoring and controlling aircraft on the ground at airports too. Eventually, automated systems will monitor and control aircraft from engine start-up to engine shut-down.

Some people may think we are over-automating. But, believe me, we are keeping our people in the picture.

We're designing the system around our controllers. Automation technology will be used to turn our controllers into true airspace managers, doing what people do best and letting the computers do what they do best.

We want human judgement to remain in the loop. And you can't computerize human judgement.

As you can imagine, getting all of this sophisticated technology designed, developed, and on line is an incredibly complex operation, involving people, computers, software, and systems in ways never before imagined.

It would be easy to lose sight of the people who will run the system. But we're not going to do that. We're bringing our controllers and maintenance technicians right into the development process.

One group of controllers, for example, is evaluating the new controller workstations that will be coming on line in the next few years, and another group is working with our engineers on the more advanced automation programs that will be in place around the turn of the Century.

We've also got a group of engineers and specialists who are serving as a liaison between the controllers and the hundreds of technical people working on these projects.

Throughout the agency, we're trying to ensure that we capitalize on the relative strengths of human beings and machines. And we hope to see this same emphasis throughout the world of aviation.

The modern airliner is truly a miracle, incorporating the latest advances in just about every major technological field -- from electronics to metallurgy. But we must be wary of automating the human being out of the picture.

Is this a real danger? Only time will tell. But as one observer noted, the latest generation airliner provides an entirely new environment for the pilot. He said: "the pilot commands the computers, the computers command the aircraft." The interface between pilot and aircraft is electronic.

Take the A-320, for example. It's the first true, fly-by-wire aircraft in the commercial fleet. It's a fine airplane. I've flown it and I like it.

With its sidestick controllers that are not connected manually to the control surfaces, with its glass cockpit and full computer control, it's on the leading edge of the technology curve.

But this presents us with a number of human factor issues that must be considered. The normal feedback mechanisms -- the visual, oral, and tactile cues -- that all of us are used to in aviation have been engineered out of that aircraft. The pilot is really just a voting member in the loop.

NASA recently completed a 3-year study of 200 pilots flying the highly-automated Boeing 757. The report indicated that a number of pilots questioned how automation affects flight safety.

As technology continues to advance, then, we must be careful to preserve the final vote -- and even a veto power -- for the human being in command. We must not turn the computer into the boss.

As I said, we have a lot of work to do. And we have a lot of very difficult questions to consider:

How much automation do we need?

Are we taking too much control away from pilots?

Are we leaving too little workload in some phases of flight and too much in others?

Are we requiring too much heads down time?

Is automation degrading the flight skills that may be needed in emergencies?

How can we make sure flightcrews really understand what the system is doing?

How can we automate so that a system and the operator can work together effectively?

Is automation reducing the professional challenge and leading to a potentially dangerous complacency?

Do we need to develop better methods to assess crew performance?

We need answers to many questions like these. We can get them only from human factors research that is a full partner with engineering and design.

We want results, and that means we need a truly national effort involving every part of the aviation world. That's the only way it'll work. And that's what this conference is all about.

We've made a great beginning. The aviation industry and aviation research organizations have helped us identify the research priorities that we need to pursue. And, as I said, we've entered a new era of FAA/NASA cooperation.

With this kind of a beginning, I have no doubt that we will strengthen human factors research throughout the aviation world. I think all of us understand that we can no longer afford to ignore the large potential payoffs in improved safety that may come from this effort.

Speaking for myself and my colleagues at the FAA, I want you to know that we look forward to working with all of you.

Thank you.

ADMINISTRATOR BUSEY'S STATEMENT ON
AIRPORT SECURITY
WASHINGTON, DC
JANUARY 18, 1991

GOOD AFTERNOON...AND THANK YOU FOR
COMING.

LET ME GO DIRECTLY TO THE POINT. THE
CRISIS SITUATION IN THE MIDDLE EAST HAS
REQUIRED THE FEDERAL AVIATION
ADMINISTRATION TO ORDER STEPPED UP
SECURITY FOR THE NATION'S AIRLINES AND
AIRPORTS.

AT THIS MOMENT, THE SYSTEM IS AT ITS
HIGHEST STATE OF ALERT--A CONDITION WE
HAVE LABELED "LEVEL 4." THIS ACTION WAS
TAKEN NOT BECAUSE OF ANY ACTUAL THREAT
BUT TO ASSURE THAT THE SYSTEM WOULD BE
FULLY PREPARED TO REACT TO ANY
POTENTIAL THREAT THAT MIGHT MATERIALIZE.

UP TO THIS POINT, THE FAA HAS NOT COMMENTED ON THE DETAILS OF ITS SECURITY PROGRAM--AND I DON'T INTEND TO DEVIATE TO ANY GREAT EXTENT FROM THIS POLICY NOW BECAUSE SECURITY--TO BE AN EFFECTIVE DETERENT--DEMANDS A HIGH DEGREE OF SECRECY.

TO PUT IT ANOTHER WAY, PUBLICIZING SECURITY DETAILS CAN ONLY BENEFIT A POTENTIAL TERRORIST. THIS IS DIRECTLY CONTRARY TO OUR GOAL.

BUT THERE WILL BE SOME OBVIOUS SIGNS OF INCREASED SECURITY AT THE 435 AIRPORTS AND THE 115 AIR CARRIERS IMPACTED BY THE FAA'S ORDER.

LET ME GIVE YOU SEVERAL EXAMPLES OF WHAT I'M TALKING ABOUT:

- * THE PRESENCE OF LAW ENFORCEMENT OFFICIALS STATIONED IN AIRPORTS WILL INCREASE.
- * ONLY TICKETED PASSENGERS WILL BE ALLOWED TO ENTER TERMINAL GATE AREAS.
- * WHERE AVAILABLE, EXPLOSIVE DETECTION DOGS WILL BE USED.
- * UNATTENDED VEHICLES LEFT AT TERMINAL CURBSIDES WILL BE TOWED.
- * CURBSIDE CHECKING WILL BE ELIMINATED.

- * PASSENGERS MAY FIND THEMSELVES SUBJECT TO MORE QUESTIONING ON THEIR DESTINATION AND THE CONTENTS OF THEIR LUGGAGE.
- * THERE WILL BE MORE INTENSIVE INSPECTIONS OF PUBLIC AREAS--RESTROOMS, TELEPHONE BOOTHS, TRASH RECEPTACLES AND THE LIKE.
- * PASSENGERS WILL BE DENIED ACCESS TO CHECKED LUGGAGE AFTER IT IS CLEARED.
- * FINALLY, PASSENGERS--WHERE NECESSARY--COULD FIND THEMSELVES SUBJECT TO INCREASED "PAT DOWNS" BY SECURITY PERSONNEL.

NOW, HAVING GIVEN YOU A GLIMPSE OF WHAT WE EXPECT FROM AIRPORT AND AIRLINE SECURITY PERSONNEL, LET ME OUTLINE WAYS THE TRAVELING PUBLIC CAN HELP.

1. BE ALERT. DON'T LEAVE YOUR LUGGAGE UNATTENDED.
2. DON'T CHECK BAGS FOR SOMEONE ELSE, OR CARRY PACKAGES GIVEN TO YOU BY PERSONS YOU ARE NOT ACQUAINTED WITH.
3. REPORT UNATTENDED BAGS TO AIRPORT OR AIRLINE SECURITY PERSONNEL.
4. MINIMIZE THE AMOUNT OF LUGGAGE YOU PLAN TO CARRY.

5. PACK ELECTRONIC DEVICES SUCH WALKMAN RADIOS, RECORDERS, HAIR DRYERS, ELECTRIC SHAVERS IN CARRY-ON BAGS SINCE SECURITY PERSONNEL MAY NEED TO EXAMINE THESE KINDS OF ELECTRIC POWERED ITEMS.
6. OBSERVE THE SECURITY PROCEDURES AS YOU CHECK-IN. WHEN YOU SEE A GOOD JOB BEING DONE, PARTICULAR THOROUGHNESS, OR GOOD ATTENTION ON THE PART OF SECURITY PERSONNEL, PLEASE EXPRESS YOUR APPRECIATION.
7. IF YOU'RE PLANNING AN OVERSEAS TRIP, CHECK TO SEE IF YOUR DESTINATION IS LISTED IN A STATE DEPARTMENT TRAVEL ADVISORY.
8. COME TO THE AIRPORT EARLIER THAN USUAL. GIVE YOURSELF MORE TIME TO GET THROUGH THE CHECK-IN PROCESS.

IN SUM, THE AIRPORT AND AIRLINE SECURITY SYSTEM PRESENTLY IS AT ITS HIGHEST LEVEL OF ALERT. AS AN AIRLINE TRAVELER MYSELF, I'M FULLY CONFIDENT THAT THE STEPS WE'VE TAKEN WILL INSURE TRAVELERS A SAFE AND COMFORTABLE JOURNEY.

A handwritten signature, possibly reading "H. J.", is centered below the text. It consists of a stylized capital letter 'H' with a horizontal line extending to the left and a vertical line extending upwards, followed by a capital letter 'J'.

REMARKS BY ADMIRAL JAMES B. BUSEY
FAA ADMINISTRATOR
BEFORE THE HELI-EXPO SAFETY SEMINAR
ANAHEIM, CALIFORNIA
JANUARY 26, 1991

Good afternoon. I'm glad to have the opportunity to take part in this safety seminar. Safety is the highest goal of everyone in aviation, and if we can work together to raise the level of safety in the skies then we will have done something well worth doing.

Before I talk directly about safety, and specifically about helicopter safety, I want to share a few thoughts about the future of helicopters in our country and about how the FAA is focusing more directly on helicopter issues.

The volume of air traffic is going up continuously, year after year, and we're already feeling the strain. At certain times and places, we've got too much congestion and delay.

To make sure that doesn't get worse in the future, it seems to me that we must make the fullest possible use of the unique capabilities of each major type of aircraft. And that certainly applies to helicopters.

The more I look at tomorrow's aviation system, the more I am convinced that vertical flight will clearly play an important role in improving the capacity for scheduled passenger traffic, particularly in the 100 to 500 mile range. And I want the FAA to do everything it can to help us realize that potential.

We've just developed a comprehensive new national Rotorcraft Master Plan. And we expect to invest millions of dollars over the coming decade in heliports around the country. In fact, we've already committed close to \$18 million dollars for heliport planning and development grants. And we're working with your Association and other industry representatives to develop updated heliport design standards.

In addition, we've set up a new FAA Vertical Flight Program Office that is now the focal point for vertical flight issues within the FAA.

We believe that rotorcraft operations will double over the next 20 years. By the year 2010, rotorcraft could be providing up to 10 percent of our intercity passenger operations capacity.

So it's clear that we're at the start of a new era -- a new era that demands that we do everything we can to make helicopter flying as safe as possible.

Actually, the helicopter safety picture is good. The best data we have shows that the safety record of helicopters is pretty much in line with the rest of American aviation:

- * For example, fatal accident rates for Part 135 helicopter operators are comparable to other Part 135 operators.
- * And fatal accident rates for general aviation helicopters are comparable to other general aviation aircraft.

However, there are a couple of problem areas:

- * The overall accident rate for general aviation helicopters is higher than the rate for general aviation fixed-wing aircraft.
- * And the fatal accident rate for general aviation helicopters is twice the rate for Part 135 helicopter operators.

But, overall, the long-term trends in helicopter accident rates are moving down. And we want to keep them headed in that direction.

Accident rates will continue to improve as the composition of the helicopter fleet changes. Turbine-powered helicopters are replacing the older reciprocating engines, and turbine-powered helicopters have about half the fatal accident rate as those with reciprocating engines.

But, even with this kind of automatic safety improvement from the use of new helicopters, we still have work to do. We can't sit back and wait for new technology to make everything better.

Even though we'll never achieve 100 percent safety, we must never stop trying. And I want to spend the rest of my time to give you a few ideas about what we can do together.

I'm sure all of you know that America's air system is the safest in the world. And I'm sure you agree that we've got to keep it that way.

When I first got this job, I talked to a lot of people about how the FAA was doing. I heard some good things. And I heard some not-so-good things.

Some people told me that the FAA was unfair and inconsistent in the way we were running our compliance and enforcement activities. They said there were too many mandatory punishments. They said there were too many overly severe enforcement actions.

Now our safety program is based mainly on voluntary compliance with the rules and regulations. In our country, people don't need a policeman looking over their shoulders.

But that willingness to comply could be weakened if people felt that the FAA was unfair and harsh. So, to keep that from happening, I ordered a number of changes in our enforcement and compliance programs. I wanted them to be fair, humane, consistent, and -- above all -- effective.

We shifted the emphasis away from inflexible, mandatory, punitive actions and gave our inspectors the freedom to use such things as education and remedial training, in place of punishment, wherever the circumstances permit.

Last September, I asked our Office of Aviation Safety to conduct a "quick probe" of our new policy in general aviation to ensure that change in fact was taking place. The bottom line is that change has begun. Remedial training and education are replacing rigid enforcement in many cases. Monthly enforcement actions had decreased by two-thirds through the last quarter.

We've also made the same kind of change in emphasis for air carriers, maintenance facilities, and manufacturers. Here, again, we're shooting for greater voluntary compliance. We're saying "if you find an inadvertent violation, and if you correct it on a permanent basis and report it promptly to the FAA, you will not be penalized. Period."

After nearly a year, I can tell you that these changes are doing exactly what I had hoped. They're giving us a more positive atmosphere, better communications, and a higher level of cooperation. And best of all, they will eventually give us an even higher level of air safety.

Throughout aviation, we're going to get greater safety from two main factors -- better technology and better human performance. So let's take a look at those two sides of the safety equation and apply them to the world of helicopters.

Let's consider technology first. And let's focus on one of the most promising new technologies we've got -- MLS -- which offers tremendous potential for you helicopter folks.

We haven't established the requirements yet, but we know that MLS is the only way to provide efficient precision approaches for helicopter operations in many locations. And I can assure you that several of the first MLS systems we get will be dedicated to helicopter use.

In fact, we're already working on MLS for the heliport on the southern end of Manhattan Island in New York City. We had originally thought we'd have it operating now, but we ran into problems with the proposed site. So we're working on another site, and I think we'll have an MLS operating there within three years. It will be a major improvement over the current VOR approach.

If you're interested in seeing what MLS can do, we've got several interesting new videotapes. If you want to see them, just call our MLS Program Office in Washington. They'll be glad to help you.

As many of you may know from personal experience, in some big city heliports there is no missed approach procedure for helicopters landing in instrument conditions. If we could establish innovative missed approach procedures that take full advantage of the flight characteristics of helicopters, then we could greatly facilitate delivering people safely to these cities.

We think one solution to this would be to develop standards that will allow helicopters to come to a virtual hover during instrument conditions. Of course, this will require modifications to the flight controls. So we're modifying the S-76 at our tech center, and we'll soon be running a flight test program that should tell us if a "no missed approach" procedure is possible for helicopters under IFR.

We're also studying the possibility of setting up steeper instrument approaches for helicopters.

Finally, we're investigating new ways to take advantage of the special and unique capabilities of helicopters.

As you know, sometimes our ATC procedures require helicopters to fly as if they were fixed-wing aircraft. At certain times and places, our weather minimums, alternate airport rules, and other requirements influence helicopter pilots to choose to fly under VFR rules, even though IFR might be the safer choice. So we want to see if we can make some changes that would improve this situation.

On the human factors side of the safety equation, we're doing a bunch of things.

We are beefing up our popular Back to Basics program, with new videos on special use airspace, which we know will be of interest to you helicopter pilots. And we're working with your Association on a new video that will increase corporate awareness of helicopter safety.

Of course, pilot training is probably the single most important factor in flying safety. We've got to make sure that the training we give our new pilots -- and the recurrent training we give to experienced pilots -- is the best in the world.

Pilot training, whether at the beginning or advanced level, must reflect today's demanding environment as well as today's advanced technology.

So we're now doing a top-to-bottom evaluation of our training and certification requirements for pilots, including working with Part 135 operators to bring their certification and training standards up to a par with Part 121 operators.

Along with all this, we're stepping up our research and development on human factors in aviation. Since human error is a causal factor in a large majority of accidents, anything we can do to reduce human error will give us a tremendous payoff -- a payoff even bigger than we'll get from all of the new technology that's coming on line.

Now let's take a quick look at a few problems.

First of all, maintenance. As you may have heard, we were pretty tough with a couple of helicopter operators this year, one in Texas and another in Alaska. We found serious maintenance problems and had to ground their fleets for a period of time.

Now we don't like to do that. But in both cases, we had no other choice. In the Texas case, we finally had to revoke the operating certificate.

Things turned out a lot better in Alaska, where a new management cooperated fully in making the required corrections. They spent nearly \$2 million dollars.

In fact, the Alaska case is a good example of what we're trying to do with our new compliance and enforcement policies that I mentioned earlier. Because the new management was so cooperative and so effective in correcting the deficiencies, the fleet is back in the air and we were able to make a substantial reduction in the fine that had been levied.

Another maintenance problem relates to bogus parts, which are parts that, for one reason or another, we can not clearly establish and document the airworthiness status. Whenever the airworthiness can not be assured, we have a potential safety problem.

So we're working with manufacturers and operators to remove unapproved and possibly unsafe flight-critical helicopter parts from service. And we're setting up a tracking system that will help alert us--and help us alert you--when these parts show up.

If you have a maintenance responsibility, there are some things you can do to protect your operation from bogus parts. Know your supplier. Insist on good documentation to assure the airworthiness status. Stay right with Federal requirements on maintenance records. And contact the type-certificate or production-certificate holder, or the FAA, when you are in doubt.

The last item in the maintenance area that I want to mention is my concern over the increased numbers of surplus military helicopters on the market.

When you put a surplus military machine into your operation, I hope you will look at the the maintenance history very thoroughly. And I hope you will be very careful about what kind of maintenance you'll provide. In my view, these helicopters demand extra effort and extra vigilance.

I know that some industry people feel that the UH-1 was not designed for intensive external load operations. However, since it is a "surplus aircraft of the armed forces," it is automatically eligible for type certification in the restricted category, which permits it to be used for external load operations in the civil world, just as it was approved in the military world.

All of us understand that external load operations may push a helicopter closer to the limits of its operating envelope -- and place greater demands on pilots as well. So it would seem to me that operators should assure good maintenance and inspection and use prudent judgment -- just as you would do for any aviation activity.

Finally, I want to say a few words to the flight instructors here today.

We tend to put an ever increasing reliance on our technology. And we do have wonderful systems and machines. They are getting better all the time.

But in the last analysis, the most important factor in the safety equation is the human being who is operating the equipment. What that person does -- or doesn't do -- usually will determine the level of safety of the operation.

I realize that much of your work is aimed at giving your students a solid foundation of skill. That foundation, if it is well-built, will serve them throughout their flying careers.

But I would also urge you to focus on one of the most difficult problems of all, the problem of instilling good judgement.

A pilot can have superb technical skills, but without sound judgment, sooner or later he or she will inevitably get into serious trouble.

There are no easy or pat answers on how you can help your students develop good flying judgment. But I believe one way is by setting a good example -- by always exercising good judgment when you're with your students -- never taking undue or unnecessary risks.

I could go on talking about the problem of teaching good judgment. But all I really want to do is to ask you to give it some thought. It may be the most important thing you can do for your students.

In conclusion, let me just repeat what I said at the beginning: I believe that helicopters are destined to play an increasingly important role in American aviation. And this means that we must work together to ensure that, as you take on a larger responsibilities in the future, you do it with the best technology, the best aircraft, and the best pilots in the world.

Thank you.

TALKING POINTS
FAA ADMINISTRATOR JAMES B. BUSEY
DINNER SPEECH
NATIONAL MEETING OF
AIR TRAFFIC SUPERVISORS COMMITTEE (SUPCOM)
WASHINGTON, D.C.
JANUARY 31, 1991

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- o It's indeed a pleasure to meet with this group again. I regard you first and second line supervisors as a critical component of the nation's air traffic control system. In fact, I think you are the glue that keep this delicate labor/management structure together and working as well as it does.
- o We in Washington so often deal only with problems a step or two removed from the fray. You don't have that luxury. Your arena is real-live people and situations that demand immediate attention under the pressure of operating conditions. We appreciate how difficult this can be, and I want you to know I think you are doing a splendid job.
- o I know Bill Pollard echoes these sentiments. He has made greater use of the SupCom since he became head of Air Traffic because he regards it as an important communications tool to help keep the system operating safely and efficiently. And, there's no question that good communications is a vital factor in providing safe, effective service.
- o The proof of your effectiveness is in the pudding. The safety record last year in civil aviation was outstanding. The number of aviation accidents and fatalities in the U.S. declined in 1990 from the year before.
- o Let's give credit where credit is due. You and the controllers that you supervise had no small part to play in this outstanding record and you ought to take pride in this achievement. We are certainly proud of what you have done.
- o Do we have problems? Of course, but increasingly we know what they are and are putting together plans and strategies to deal with them. And, most importantly, we are concentrating on pulling together all the resources of the agency to implement them.

- o The Detroit accident, for example, pointed out in dramatic fashion the runway incursion problem. In the next several weeks, we will be announcing a plan to address this issue. The plan will not just focus on improved technology, such as the ASDE-3.
- o Better equipment and improved signage and lighting are only facets of the problem. We must deal as well with procedural issues, training, and, perhaps the most difficult nut to crack, the human factors dimension, i.e. how to promote greater safety awareness on everyone's part.
- o So, we've all got our work cut out for us in this area--just to cite this one issue--and you will be important players in this effort.
- o From a broader perspective, the war in the Persian Gulf has focused our attention for the time being on security--and that's a day-to-day concern for all of us, including yourselves. While we have no information on specific threats against FAA facilities, aviation always makes an attractive target for terrorists.
- o So, we have to be vigilant and aware of the threat. I urge you to make sure that you are thoroughly familiar with your security procedures and ensure that your controllers and staff are equally up to speed.
- o The new FAA Assistant Administrator for Security Ort Steele and I have been visiting major airports to see first-hand how the security system is operating. We have talked to airport and airline personnel as well as the personnel who operate the screening systems and the airport police who provide backup support.
- o I must say, based on our visits to National and Dulles and DFW, the security systems are operating extremely well. I was most pleased at the high level of performance and the improvement to the security system that has taken place during the past couple of weeks.
- o I have asked the Regional Administrators to conduct similar visits to airports in their regions and to report back to me by the end of this week. I am anxious to see what they have found. We must make sure that everything is being done that can be done to protect the traveling public.

- o In terms of operating budgets, scarce resources seems to be a perennial issue. Although, I must say, by and large compared to most Federal agencies, FAA has done quite well in the appropriations process over the last couple of years. Still, the country faces a massive budget deficit and this means all the departments and agencies will be dealing with tight budgets for the foreseeable future.
- o We're no exception--so we will have to look on this, not so much a problem as an opportunity to plan and work smarter. (To illustrate this "looking on the bright side," you might want to tell the story that President Reagan liked to tell about the little kid who wanted a pony for Christmas. When it didn't show up on Christmas morning, his parents later found him out digging in the manure pile, with a smile on his face, saying: "There's gotta be a pony in here somewhere."
- o In terms of the budget impact on Air Traffic in particular, let me cite the pay reform and PCS issues. Adequate funding is definitely a major concern in both instances. However, instead of throwing up our hands and saying it can't be done with existing resources, I want to find ways to get it done. This won't be easy but this is important because both these issues are key to some of the other problems we are facing.
- o We are looking into various ways of making the system more effective and saving money in the process. For example:
- o Bill and his people are reviewing the possibility of a pre-employment screen to see if we can identify with greater accuracy those who have the potential and aptitude for air traffic control work.
- o If we can do a lot of this before we hire controllers, we can save a lot time and money for the FAA and the persons involved who are hired and then wash out after they have been at the Academy for four or six weeks.
- o So, I feel very positive about what we can accomplish, even under difficult budgetary circumstances.

- o A couple of things I wanted to mention before I throw this open for questions. One is the whole area of employee participation which is a growing phenomenon in FAA. I see this as a very positive development and I want to make sure you understand that this is not a threat to your role.
- o Employee involvement doesn't diminish your role one iota. In fact, I see you as all the more important as working with us and the employees in problem-solving and in trying to develop a new atmosphere in labor/management relations. We've got a chance literally to change a culture and I see you as critical to this effort.
- o As a part of that culture change we are trying to effect, we need to do a better job of hiring minorities and women. I know you've heard a lot about this in the past year or so. I want to assure you, I am not talking here about meeting quotas to satisfy some bean-counter across town at OPM or OMB. This represents a personal commitment on my part because I think it's the right thing to do.
- o I don't see any reason why the FAA should not reflect the makeup of the country as whole. Cultural and ethnic diversity have helped make the USA the great country that it is, and I think it will help make FAA a better agency, too. So we are shooting for the goal of having the percentage of women and minorities at FAA comparable to the civilian workforce by the year 2000.
- o In any successful enterprise, there are many unsung heroes who never get the credit they deserve. And this certainly applies to you. However, I want you to know that we at the upper level of management understand and appreciate the significant day-to-day contribution you make. So, thanks from all of us--including the thousands of people who arrive safely at their destinations every day because of what you do.
- o Now, let me take a few questions....