

REMARKS BY ADMIRAL JAMES B. BUSEY  
FAA ADMINISTRATOR  
BEFORE THE REGIONAL AIRLINE ASSOCIATION  
WASHINGTON, D.C.  
MAY 1, 1991

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

I'm not going to make a long speech. I just have a few comments to make and then I want to get right to the question session.

Let me start by telling you how impressed I am with the program you've got lined up for this meeting.

Around Washington, there's an unspoken rule that says you can tell how important an organization is by the level of the speakers at its meetings. Well, by that standard, the Regional Airline Association stands very high indeed.

Tomorrow, you're going to hear from Congressman Jim Oberstar and Sam Skinner, our Secretary of Transportation. In the aviation world, you can't get much better than that.

They both support aviation. They're both working hard to make it even stronger. And they're both in jobs where they can really make a difference.

I can tell you from personal experience that Jim Oberstar is one hard-working Congressman and he understands aviation.

Sam Skinner is a pilot, which means he knows the difference between a Beech Bonanza and a Florida real estate development. He knows flying from the left seat. And, again from my personal experience, I can tell you that he's a very able advocate on aviation issues within the Administration and up on The Hill.

Believe me, if aviation is important to you, you couldn't have any better friends than those two fellows.

So I'm impressed by your program for this meeting, and I'm also impressed by the vitality and strength of your airlines.

You can't help but be impressed when you look at the numbers. You folks fly more than 1900 aircraft. You serve 800 communities. Last year, you provided transportation for nearly 42 million passengers and racked up more than seven billion revenue passenger miles.

Those are impressive numbers. But they're even more impressive when you realize that they were achieved in a difficult year, with the economy sliding into recession and fuel prices skyrocketing in the fourth quarter.

So you must be doing a lot of things the right way, for sure.

You're not just holding your own. You're growing. Your total passengers last year increased more than 11 percent over the year before, and passenger miles went up more than 12 percent.

And I expect that growth to continue. The FAA's recent aviation forecast predicts that your total passengers should about double by the year 2002, and your revenue passenger miles should more than double, increasing an average of almost 8 percent a year for the next twelve years.

So you've got a great future. No question about that.

Now you may think I sound like a broken record, because I keep using that word "impressive." Well, I'm going to use it one more time.

You have run up a truly impressive safety record -- especially last year, when commuter air carriers had the lowest number of accidents ever recorded by the National Transportation Safety Board. Now I'm proud of that, and you should be proud of it too.

Commuter air carriers in the U.S. last year were involved in 14 accidents, two of them fatal. However, there have been three fatal accidents already this year, including the Atlantic Southeast accident in which former Senator John Tower was killed along with 22 others.

The accident rate was zero last year for large regional airlines operating under Part 121. That zero rate is still holding so far in 1991, according to the latest NTSB statistics.

Maybe you saw the recent front-page article in the New York Times in which the statistics on commuter airlines referred only to scheduled Part 135 operators. People who read that story would not learn about the good record of your Part 121 operators.

We don't separate out any special group of 121 operators. The accident numbers for Part 121 include not only your members but the major national and international airlines. So the fine record achieved by your people operating under 121 sort of disappears. It isn't reported separately.

I can understand your concern when you see that kind of story, because a significant part of your operations are conducted under 121.

Maybe we need to ask the NTSB--the keeper of these statistics--to redefine the word "commuter." And maybe we need two safety records for regional airlines -- one for Part 135 operations and one for Part 121. That might give a more accurate indication of how well you're doing.

As I said, the safety record is good. But I know we can make it even better. Obviously, one of the best ways will be to upgrade Part 135 flight crew competency requirements to the 121 level.

We'll soon be considering a recommendation for a proposed rule change that will go along way towards doing that, and I want to take this opportunity to thank all of you for the strong support you're giving this effort. We appreciate it very much.

Most of these recommendations came from our joint industry/government task force on training, which strongly recommended that the rules be changed to make scheduled 135 pilot requirements similar to 121 requirements.

These efforts represent important steps forward in aviation safety. We'll probably never reach 100 percent safety in the air -- but we're going to keep working at it 100 percent of the time. You have my word on that.

Another step forward will be taken when the new Cockpit Voice Recorder rule goes into effect in October.

I'm very concerned, as I know all of you are too, about the recent accidents we've had. We have a good fix on what happened in Los Angeles, but unfortunately, the causes of the Atlantic Southeast Airlines accident in Georgia are going to be far more difficult to determine.

That airplane was delivered with wiring for a CVR -- it was included in the price of the plane. But our regulations didn't require it to be equipped with a CVR until October 11, and it was not.

If that aircraft would have had a CVR installed it might -- just might -- have given us a lead on what happened.

In August of 1988, we announced a rule change that will require CVR's on all multi-engine, turbine powered aircraft that require two pilots and have six or more passenger seats. The compliance date is October 11, 1991, and I've got to say that I'm very concerned that many operators still have not scheduled installation of the units.

Some of them may assume that we'll extend the deadline. Well, let me put that to rest. If we changed the deadline at all -- which we don't plan to do -- my inclination would be to make it sooner rather than later.

Let me tell you, when air safety is at stake, I'm going to rush the system just as hard as I can.

Nothing -- absolutely nothing -- comes ahead of safety. And that was the reason I changed the way we run our compliance and enforcement activities. I wanted to increase the level of compliance -- which is the foundation of aviation safety in our country.

To help do that, it was obvious to me -- and to many others -- that the FAA had to change from its reliance on mandatory and sometimes harsh punitive actions and put more emphasis on working with pilots and air carriers to help them correct deficiencies.

For air carriers, the essence of our new philosophy can be stated this way: If you find an inadvertent violation, and you tell us about it and put in a permanent fix, in most cases you will not be penalized. We call it our "Reporting and Correction Policy."

We've been flying this new course for some months now, and the indications are that it's the right way to go.

Now I'm well aware that some people feel that the FAA focuses almost exclusively on the major airlines in its rulemaking activities.



Believe me, I don't want that kind of tunnel vision. I want to consider everyone's needs. And I want to speed up our rulemaking process. That's why we've got a new advisory committee on rulemaking that will hold its first meeting later this month.

This committee is charged with the task of improving the timeliness our rulemaking and, most importantly, of getting a wide range of aviation people involved early on and up front.

I want you people to know what we're doing, and I want you to participate in the process right from the start. I want to get your ideas and suggestions early enough to influence the outcome before it's set in concrete.

To put it simply, I want to give you a voice in these decisions. That doesn't mean you'll always get what you want. But it does mean you'll have a chance to tell us how it looks from your viewpoint. And that should be of great value to you and to us.

Let me give you an example. Earlier this year, we issued a Notice of Proposed Rulemaking on the Passenger Facility Charges that were authorized by Congress last year. We got a lot of good comments, including a number from your members.

We are well aware of the price-sensitivity of the short-haul ticket and of your desire to be reimbursed for the costs involved in collecting this charge. And I want to assure you that those concerns are being closely considered by our legal and technical staffs as they put the rule into its final form.

Let me give you just one more example that shows we are listening. Because of comments we received from your Association and from the ATA and ALPA, we are holding off on implementing the provisions of the newly revised Advisory Circular that defines standard passenger and carry-on baggage weights. You have convinced us that we need a better data base, and we want to work with you to get that data.

So, in cooperation with the airlines, including you folks, we're going to do an actual field audit of passenger and baggage weights. This'll take about 18 months, and then we'll have the facts we need to change the weights -- or leave them where they are.

You'll also be interested to know that, because of a negative cost-benefit evaluation, the proposed rule change on cargo hold detectors and fire suppressor systems is currently being reevaluated so we might find less burdensome means of achieving the safety improvement we need.

Well, I think I've said enough. I really didn't come here to make a speech. I came here to find out what's on your minds. The best way to do that is to give you the chance to ask questions or make any comment you want. I don't mind being put on the spot, and I would welcome a frank and open discussion of the issues.

So it's great to be with you. I thank you for inviting me. And now, let's have your questions...

Remarks by James B. Busey  
Administrator  
Federal Aviation Administration  
Professional Women Controllers Annual Meeting  
Fort Worth, Texas  
May 3, 1991

I want to thank you all for inviting me back to address your convention again this year. I guess that means I didn't do too badly last year. Either that or you are just being polite.

In any event, I'm happy to be here. Getting out and talking with FAA employees really is the most enjoyable part of my job as FAA Administrator.

It's also the most educational part of my job. Just when I think I know everything there is to know about the agency, you career people teach me something new.

In fact, looking over my speech schedule for the past several months, I find that I've been quite busy with employee-related meetings and events. Among the groups I've addressed were the Professional Airways Systems Specialists, PASS; the Air Traffic Supervisors Committee, SUPCOM; and the Air Traffic Procedures Advisory Committee, ATPAC.

I also spoke at the annual employee EEO Awards ceremony in Washington; traveled to Gainesville, Florida, for the dedication of its new Automated Flight Service Station; and recently honored our 40 year and 35 year employees at a headquarters ceremony. Incidentally, there was woman in that group.

But, it's time well spent. When I came to FAA almost two years ago, I made internal communications one of my top management priorities. And, by that, I mean two-way communications -- from top to bottom and from bottom to top.

It's something in which I believe very strongly. A well-informed workforce is just as important as a well-informed management. They are perhaps the two greatest assets any organization can have. Together, they make an unbeatable team.

I must say I'm quite intrigued by the theme of this year's PWC meeting -- "Our Future Is Now." A few years back the Washington Redskins had a football coach named George Allen, who adopted that slogan and, then, proceeded to make it work.

In fact, when Coach Allen passed away a couple of months ago, the local Washington media praised him highly. It noted that he had taken a bottom-rung team and turned it into a Super Bowl competitor and, in the process, given Washington a sense of identity and community it had never had before.

To a great degree, he accomplished this by changing mind sets and attitudes. He made perennial losers think they were winners and they went out and performed accordingly.

So I trust this winners attitude is going to work as well for the Professional Women Controllers. There is no reason why it shouldn't. The future is wide open for women in this country, especially in the field of aviation. All women need to do is seize the opportunity.

In fact, I don't think there is any field that's more exciting and more promising right now than aviation. That goes for men as well as women.

Although the air traffic growth curve has flattened out somewhat in the last year or so, the long-term outlook is not in doubt. The various government and industry forecasts may quibble about numbers but they are in solid agreement in projecting continued expansion and growth well into the 21st century.

Now normally this is the point in my speeches where I allow my audience to catch a fast 40 winks as I recite some of the more impressive numbers from FAA's annual Aviation Forecasts. But I don't have to do it with this group because I know you all read your FAA Intercoms and FAA Worlds religiously and are fully up to speed on the subject.

However, there are a couple of numbers from the Aviation Forecasts that we ought to bear in mind because they deal with your projected workloads over the next dozen years. I'll make it fast:

- \* Total aircraft operations at towered airports will increase by 27 percent by the year 2002, going to 81 million; instrument operations will jump by 31 percent to a figure of 61.4 million;



- \* During the same time period, the number of aircraft handled at air route traffic control centers will rise by 30 percent, going from 37.6 million to almost 49 million;
- \* FSS operations, meanwhile, will increase by about seven percent to a total of almost 46 million. This lower growth rate for the FSS system, of course, reflects the very modest projections for the expansion of general aviation throughout the remainder of this decade.

Still, taken together, these numbers present quite a challenge, especially when you consider that the gains are not going to be equally distributed throughout the system. Rather they will follow the historic pattern of concentration with the major metropolitan areas gaining a disproportionate share of the traffic. In other words, them that already has will continue to get more of the same.

As you know, FAA has been systematically planning for the past decade to cope with these growth trends. And, just a few months ago, we completed the agency's first Strategic Plan. It is designed to provide policy guidance for the aviation system of the 21st century. If I can summarize briefly:

- \* It envisions a system that will accommodate more than double today's passenger loads with greater safety and increased efficiency;
- \* A system that is the world leader in aviation technology;
- \* A system that fully supports a strong and profitable air carrier industry and a strong and profitable aerospace industry;
- \* A system that is fully in harmony with and protective of the environment;
- \* And -- very significant -- a system that recognizes the continuing importance of the human element and rewards performance, innovation and initiative accordingly.

It all sounds a bit Utopian, I admit. But, then, the purpose of strategic planning is to provide a vision of the future. And every organization -- every individual, too, for that matter -- must have a vision of the future if it is to grow and progress and fulfill its potential.

The question, then, is how do we achieve this vision of the future. In short, how do we get from where we are to where we want to be.

The answer is that we're already part way there.

You all are familiar with the National Airspace System Plan, or NAS Plan, which has guided FAA's airways modernization program for the past decade. Well, that has been superseded now by a more comprehensive and more flexible planning document known as the Capital Investment Plan, or CIP.

The issuance of the CIP this past December reflected the fact that the NAS Plan, despite its annual updates, had ceased to be a futuristic document and become more of an implementation plan. Indeed, more than 25 percent of the original NAS Plan projects have been completed and most of the remainder are in the production and installation phases.

True, we've had our share of problems and schedule slippages but, looking at the total picture, our successes have far outnumbered our set backs. Moreover, over the past two years, I believe we have made the necessary course corrections with those projects that have encountered difficulties and gotten them back on track. One that is of special interest to this audience, I know, is the FSS modernization program.

As I mentioned earlier, I was in Gainesville in mid-March for the dedication of the new Automated FSS there. We now have commissioned 52 of the planned 61 automated facilities. All 61 will be on line with the Model I Full Capacity system by 1994. Consolidation and relocation should be completed by the end of the 1995.

Additionally, we already have projects underway for future enhancements of the AFSS capabilities. These include improved weather graphics and the replacement of the present computer systems -- hardware and software.

If you haven't had a chance as yet to peruse the CIP, let me reassure you that it includes all of your old favorite projects from the NAS Plan. But that is only the starting point.

It also includes a "growth" section which lists various near-term system enhancements designed to keep pace with traffic increases, changing conditions and new requirements. Examples are the new Chicago TRACON, enhancing ARTS IIA and ARTS IIIA capabilities, providing oceanic satellite communications, expanding Hazardous In-Flight Weather Advisory Service (HIWAS), and expanding DUATS service.

Closely related to this "growth" scenario is the section that deals with "infrastructure replenishment." Simply stated, that means refurbishing, replacing and modernizing the agency's physical plant. I've already mentioned one example -- replacing the present Flight Service Station computer system. Other projects include replacement of older towers and TRACONs, upgrading of commercial Automated Weather Observing System, AWOS, equipment; relocation of long-range radars to improve airspace coverage and -- a real bottom-line item -- the replacement of controller chairs.

Of particular interest is the CIP section that deals with "new capabilities." It lists more than two dozen projects that essentially expand and build on the NAS Plan technology. Let me cite a couple of quick examples.

- \* A number of projects are aimed at increasing the automation of such basic ATC functions as the control of airport surface traffic and the sequencing and timing of airport arrivals. The recent runway accidents at Detroit and LAX underscore the importance of these efforts.
- \* Other projects are aimed at expanding system capacity by giving controllers new tools to monitor closely-spaced parallel runways and converging runways. You're already familiar, I know, with the evaluation of parallel runway monitors at Raleigh-Durham and Memphis and the use of "ghosting" imaging for converging runways at St. Louis.
- \* There also is a very heavy emphasis on improving the collection and dissemination of weather information. These projects include such things as the development of Central Weather Processor interfaces and enhancements to the Low-Level Wind Shear Alert Systems.

Finally, the CIP addresses such issues as human resources and training, so its not just a cold, impersonal catalog of future hardware and software needs. For instance, it calls for the development of a Human Resources Management Plan to establish (quote) "an orderly process for effectively managing such issues as staffing, training and relocating people so that CIP technology can be used effectively as it is delivered" (unquote).

It all sounds pretty impressive and it is, even if you make allowances for the usual management hype. But the question in your minds is what does all of this do for me.

Well, the CIP says the more notable benefits for ATC specialists will be:

- \* Improved traffic flow planning and management, resulting in a more balance workload;
- \* Reliable equipment which minimizes the stress of equipment failure;
- \* Easier access to more timely data, allowing for improved services to the flying public;
- \* More emphasis on the human factors/ergonomics of new systems;
- \* Local computer based training which will reduce the need for training away from the home facility;
- \* Improved real-time simulation capability for training purposes;
- \* More precise definition of individual job specifications, leading to improved interaction and information transfer between team members;
- \* Automation of certain procedures to reduce workload;
- \* Enhanced displays with color and improved weather data;

Moreover, the CIP is not the end of the line for air traffic control. The agency already is looking beyond CIP and recently completed a description of the long-term plan for the air traffic management system of the 21st century.



Without going into detail, it envisions the increasing use of satellite systems for communications, navigation and surveillance. It also foresees continued advances in automation, particularly terminal automation; enhanced weather sensing and forecasting equipment, and new technology landing systems, among other elements.

But, as I have said many times before, it doesn't do any good to have the best equipment in the world if you can't find people of the same high caliber to make it work. That is one reason we at FAA have given such a high priority to our program to recruit qualified minorities and women.

Yes, it's the right thing to do but it's also the smart thing to do. The issues of basic fairness and legal responsibilities aside, our goal is to prepare FAA to deal with the diversity of the workforce projected for the Year 2000. By that date, because of changing demographics, women and minorities will make up an even larger share of the available labor pool than they do today.

So, it's a question of getting with it or getting left behind.

About a month ago, I had the pleasure of addressing the Women in Aviation Conference at Parks College in St. Louis. One of the points I made there was that women represent a very underutilized talent pool for the aviation industry.

Your own ranks are a reflection of that fact. Approximately 12.7 percent of the controller workforce are women. That's just about double what it was 10 years ago -- if you want to look at the positive side -- but still not high enough.

Moreover, the representation in other specialties is just as disappointing. Only two percent of the women who fly for the major airlines are women; eight percent of aerospace engineers; 14 percent of aviation electronic technicians; two percent of aviation safety inspectors and 17 percent of manufacturing inspectors.

I'm not really interested here in assessing blame for this situation. What I want to know is how we can turn it around and get more women involved in aviation.

FAA will do its part. We have had an aggressive aviation education program underway for a good many years and we plan to make it even more so. I want to see FAA become the national leader in the field of aviation education and I have an action plan on my desk right now that will help us achieve that objective. You'll be hearing more about it in the coming weeks.



There also is a great deal that organizations, like PWC, can do and, in fact, are doing. You women are great role models; you really are. You can change attitudes and alter perspectives just by being you.

Sometimes, all a young person needs is just a little push in the right direction. For example, General Benjamin O. Davis noted in his recent autobiography that one plane ride as a 14-year old boy locked him into an aviation career. A good thing, too, because he went on to lead Black fighter squadrons during World War II and then became only the second Black general officer. His father was the first.

And, I suspect that one of the positive fallouts from Operation Desert Storm will be a heightened interest by women in what is known rather euphemistically as "non-traditional" careers. A lot of stereotypes went down the tubes in that one, including the notions that women could not stand up to hardships in the field or carry out their duties under adverse and hazardous conditions. Like all of our troops in the Gulf, the women performed magnificently.

So, again, I think the door is wide open for women in aviation. But, as I told the participants in the Women in Aviation Conference, there is no free ride in our chosen field.

Gender doesn't matter but performance does. We need people who are committed to aviation and are willing to pay the price required to excel. Whether one is flying a plane, maintaining an engine, or running a radar scope, you have to know what you're doing. You can't fake it. That's what professionalism is all about.

But I'm preaching to the choir here. "Professional" is your first name. It's also your guiding principle.

One of the things that really has impressed me about this organization in my brief FAA stay is its dedication to advancing the professional standing of its members. Sure you have been active in resolving workplace issues of special concern to women and in promoting EEO -- and rightly so. But those are just means to an end.

And that "end" is one we all share at FAA. It's what sets us apart from the crowd. That is, providing quality service to the airspace users.

That, again, is what professionalism is all about. And that's what the PWC is all about.

Once more, thank you for having me here today. I've really enjoyed it.

REMARKS BY FAA ADMINISTRATOR JAMES B. BUSEY  
ASIAN/PACIFIC AMERICAN HERITAGE MONTH  
FAA HEADQUARTERS LOBBY  
MAY 29, 1991

It's a pleasure for me to participate in this celebration as we wind up Asian/Pacific American Heritage Month.

It is a proud community of peoples that make up the category of Asian/Pacific Americans. It is made up of individuals who trace their roots to places as disparate as Vietnam, Korea, the Phillipines, Hawaii and Guam.

What makes these individuals cohesive is that they or their ancestors came to this country seeking opportunity. And as a result, they now proudly call themselves Americans. They share this pride with the rest of us who trace our ancestry to Western Europe, the Middle East, Africa or Latin America.

This country truly is a multi-cultural society. It has even been called a "melting pot." This is a useful metaphor in the sense that it captures a political, constitutional ideal that outlaws discrimination on the basis of race, creed or color.

But, it does us a disservice if it suggests that social and ethnic sameness is one of our ideals and goals. We do not give up our heritage by becoming Americans. The various traditions and customs that people bring to these shores need to be preserved. In this diversity, there is richness and strength.

Asian/Pacific Americans are a case in point. To get an idea of the rich cultural heritage they have brought to this country, all one needs to do is visit the Sackler Gallery of Asian Art just a block up the Mall. Their contributions in other areas of our national life are no less impressive.

They brought, for example, a strong sense of family, a solid work ethic, and a commitment to education and learning that helped them advance and prosper in this land. For evidence of this commitment to education and advancement, just look to the exhibit to see the names and photos of a few Asian/Pacific Americans who have risen to positions of prominence within the FAA.

Currently, at FAA, Asian/Pacific Americans make up 1.9 percent of the total workforce, compared to an estimated 2.9 percent representation in the U.S. civilian labor force as a whole.

However, in the professional series job category -- such as engineers and scientists--Asian/Pacific Americans account for 7.3 percent of the FAA workforce. This speaks eloquently of an honored place that education has always had in the value system of Asian/Pacific Americans.

However, impressive as this is, virtually all of the Asian/Pacific Americans in the professional series are male. So, more still needs to be done for Asian/Pacific American women. In addition, we need to recruit more Asian/Pacific Americans of both genders for our mainstream occupations, such as air traffic, airway facilities and aviation inspection.

And, while today is truly an occasion of celebration for a community of peoples and their success, it is also a reminder that we cannot be satisfied so long as other culturally diverse groups and women in FAA lag behind.

I will only be satisfied when this rising tide lifts all boats--and the FAA truly represents the rich American mosaic of social and ethnic cultures and peoples. So, I urge Asian/Pacific American and FAA employees of all stripes to be vigorous in pursuit of this goal. Let us not forget that the blessings of opportunity that so many of us enjoy must be extended to all of our compatriots and colleagues.

This is the third year that Asian/Pacific Americans at FAA have sponsored activities during this annual observance. And this has been the most successful year to date--with such activities as an educational workshop on mentoring and one on diversity in the workplace.

So, on behalf of all of us, let me congratulate the Asian/Pacific American community and thank them for their contributions to the FAA and to this country.

Let me stop here so that we can get on with the rest of the program. Once this is completed, we will move to the serving line where we can sample another rich, cultural heritage that Asian/Pacific Americans have brought to this country -- their wonderful cuisine. I am looking forward to that, and I know you are, too.

Thanks to all of you for coming down here today to participate in this celebration.

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