

FLY BY

OFFICIAL EMPLOYEE PUBLICATION OF THE FEDERAL AVIATION AGENCY

Volume 2 No. 4

SPECIAL ISSUE

April 1960

Controlled Experiment Proves Radical Departure from Old System

CLEVELAND AREA GETS TEST RUN

A new trial program, known as Project Straight-Line, which began in the Cleveland Air Route Traffic Control Center area April 6, is scheduled to continue for about six weeks. The management experiment will try to find out if it's possible to transfer operating responsibilities to lower echelon field offices of the Bureaus of Air Traffic Management and Facilities and Materiel. Other gains hoped for are effectiveness and simplicity of administration. If the test proves successful, it will be adopted on an Agency-wide basis during Fiscal Year 1961.

Headquarters has been set up in the ARTC Center Building recently constructed at Oberlin, Ohio and which has not yet been used as a control facility.

The Cleveland air route traffic control center area covers 21,000 square miles. Within the area there are 253 air navigation, air traffic control and communications facilities. There are some 600 Air Traffic Management personnel deployed at 17 different locations in the area. Taking care of the 253 facilities are some 200 employees who are under the Bureau of Facilities and Materiel.

Under the present organization, field operating facilities and offices of the Bureaus of ATM and F&M are supervised and given full operational direction by supervisors physically located in Regional headquarters offices. But when you take into consideration the geographic area of a Region, you might begin to wonder to yourself just how in the world someone in the Regional Office can acquire and maintain intimate knowledge of current operational activity and problems which arise in the different areas.

The answer is that it's becoming almost impossible for Regional Offices to maintain the desirable first-hand knowledge of field operations and problems. And that's the reason for the test--to see if some of the close supervision can be taken from the shoulders of Regional headquarters personnel.

By testing the plan in one Area, it is hoped to find out if the plan is sound and feasible for national adoption. Naturally, if the plan can be improved upon during the testing period, these improvements will be incorporated.

Organizationally, the Area Offices will be in the direct chain of command between the Division Chief in Regional Headquarters and the individual field facility chiefs. Functionally, the Area Office, subject to general policy direction of the Field Divisions, will be responsible to the Field Division Chiefs.

For this six-week test, the Cleveland Office will be staffed by personnel from the Washington and Regional Offices. Designated as Acting Chief of the ATM portion of the test at the Cleveland Office is LtCol. Ralph C. Hyder, of the Field Operations Division in Washington. Monitoring this part of the test will be Washington representative Robert Taylor.

LtCol. Hyder will, in effect, be wearing "two hats," the first "hat" places him in charge of the ATM Cleveland facility with the responsibility of administration of the area. For this part of the test he will report to the First Regional Office. The second "hat" has him reporting to the Washington Office any problems which might arise from an organizational standpoint.

The First Regional ATM Division has sent to Cleveland four men selected to provide a background and knowledge in air route, terminal, airspace, and flight service operations, as well as a detailed knowledge of the Cleveland area facility. Included in this group is Howard Coyne, Cleveland ATS. The others are George Freitag, John Myers and Joseph Ritz, ATM Specialists Paul Robinson from Region 2, Robert Davidson from Region 3 and R.N. Lemmer from Region 4 will also be on the staff.

The F&M portion of the test will be directed by Eugene Mathews, one of Region Four's Assistant Maintenance Branch Chiefs. Assisting him will be Van V. Schulze from Washington. Monitoring the test will be Washington representative John Hanlon, Chief of the Manpower Section of the Maintenance Operations Branch. Others on the F&M staff will include, from Region 1 headquarters, John Fox and Peter Hutchinson. Serving as engineers for technical assistance in navigation aids, communications facilities and radar, respectively, are L.F. Daskam from the Cleveland District Office, and Carl Elser and Paul Ciprian from the Erie District Office. Serving as Civil Engineer from the Cleveland District Office will be Valdis Krummins. Two district offices in the Cleveland area, each with five or six men attached, will also help during the test.

The Personnel Representative, James Egan, Region One's Placement Officer, will be technically responsible to, and receive program direction from, Region One headquarters. He will receive administrative supervision from the head of the ATM and F&M teams respectively

Cleveland Test (Continued)

and will be available to them and their staffs to serve as advisor and counsellor in personnel matters.

Heads of the ATM and F&M teams will be responsible for initiating all requests for personnel actions in the test area including appointment, classification, promotion, reassignment, transfer, change to lower grade, separation and suspension.

In the conduct of the test, Management Services will be represented by Leonard Carulli, Assistant Chief of the Management Analysis Division in Washington and J. Gordon White, from the same division. They will review the potential impact of the test and be principal advisors responsible for the compilation of the final report on the entire test.

An advisory budget fiscal team has been organized for the ATM and the F&M Cleveland area offices. This team consists of Richard W. Slocum from the Budget Division's Plans Estimate Branch and Irving Mark, Region One's Budget Officer.

The Administrative Services Division will also serve in an advisory capacity. On this staff will be Jack Hogan, Region One's General Services Officer and Carl A. Olson from the Washington Accounting Division.

During the test, all maintenance, traffic management operations and managerial matters concerning facilities located within the geographic boundaries of the Cleveland ARTC Center will filter through test groups. Those matters which would normally be handled by the Regional Office will be forwarded from the individual facilities to the Area Office. Problems that arise during the test will be handled and resolved, if possible, by the Area office staff.

The test will evaluate the effect on operations and efficiency made by transferring decision-making authority to a lower field echelon. Included in the test will be responsibility for acting upon and handling many of the manpower, training, personnel and materiel functions now performed at the Regional Office level. Additionally, the test will include providing certain support services, such as Personnel, Fiscal, Procurement, Supply, etc. Testing in these areas is to determine what support services are required and can logically be made available in each Area.

Among the benefits anticipated from the test are improved operational and managerial capabilities, speedier resolution of problems through closer coordination, and a more manageable span of control in the ATM and F&M Field Divisions.

Supplementary benefits would include a reduction in a number of Maintenance Supervisory Offices in the field and improve technical specialization at field maintenance supervisory level.

If the evaluation proves the test successful, and it meets with the FAA Administrator's approval, an Area Office will be established for each ARTC Center within the contiguous 48 States except for Pittsburgh, Norfolk and Spokane which are to become parts of Cleveland, Washington and Seattle center areas respectively. There will be 26 such areas.

If the plan is put into effect, the Regional Office would no longer supervise day-to-day operation and maintenance of facilities in the field. Instead, the Area Offices in the direct chain of command would be responsible to the Regional Field Division Chiefs of the respective Bureaus. This would give the Area Offices increased responsibility for planning, directing, coordinating, supervising and evaluating programs for the operation of traffic facilities, related traffic management activities, and for the maintenance of air navigation and air traffic control facilities.

Upon the completion of the test at Cleveland, teams will be withdrawn and all operations will be restored to the plan in effect prior to the test.

Agency's First Annual Report Shows FA Act Workable

The task of promoting and assuring aviation safety and efficiency is "both enormous and difficult" Administrator Quesada stated in the Agency's first annual report to the President and the Congress. The report was issued March 8.

The Administrator said the Agency's first year of operation has shown that the Federal Aviation Act is "basically sound in concept and workable in practice." He reported that by the end of 1959, the organization of the Agency had been established and the internal distribution of responsibilities had been clearly fixed.

The FAA report to the President and the Congress includes the following highlights:

During 1959, FAA engineers and test pilots approved, flight tested and certificated three new jet airliners, 17 business and general aviation type aircraft and five helicopter models.

Another significant event of 1959 was the establishment by FAA of a new Business Operations Branch to monitor and set the safety standards for all air

taxi, executive and other business flying.

The Agency's first year was also marked by new developments originating from joint FAA-military cooperation. FAA safety inspectors received jet training at the Strategic Air Command's Castle Air Force Base, and FAA secured the use of Air Force radar as a supplement to its own radar network to conduct almost complete takeoff to landing surveillance of all commercial jet airline flights.

FAA flight inspection pilots logged more than 40,000 hours in 1959 in flight checking the accuracy of the hundreds of navigational aids used to guide the nation's aircraft in their flights across the country.

The report also reveals that during the past year, 47 per cent of the Agency's employees were engaged 24 hours a day, seven days a week, in some form of air traffic control.

The annual report notes FAA air route traffic control centers handled 9,589,000 IFR (Instrument Flight Rules) movements along some 220,000 miles of Federal airways; FAA towers handled 26,866,000 landings and departures, and the Agency's approach facilities controlled 1,055,000 instrument approaches to airports. These figures represent a considerable gain over 1958.

To meet the needs of this expanding volume of air traffic, the Agency commissioned a new navigational aid or air traffic management facility at the rate of one a day for a total of 365 for the year. These included, in part, 72 approach light systems, 11 new airport traffic control towers, 18 long range radars, nine precision approach radars, and two airport surveillance radars.

New FAA airspace allocation procedures also opened up for the use of civil aircraft nearly 10,000 square miles of new airspace.

The annual report shows that during its first year, FAA in support of its aviation safety mission administered 105,000 written examinations covering 35 areas of aviation knowledge; issued more than 40 Special Civil Air Regulations involving approximately 200 individual changes; issued and recorded 44,137 aircraft registration certificates and 166,000 airman certificates and associated ratings; and participated in more than 12,000 semiannual flight tests of the nation's airline pilots.

During the 1959 fiscal year, FAA approved 436 airport aid projects. These projects involved \$73,339,425 Federal Funds. As of the end of the last year, 1050 active Federal Airport Act projects were under firm contract or grant agreement with sponsoring agencies.