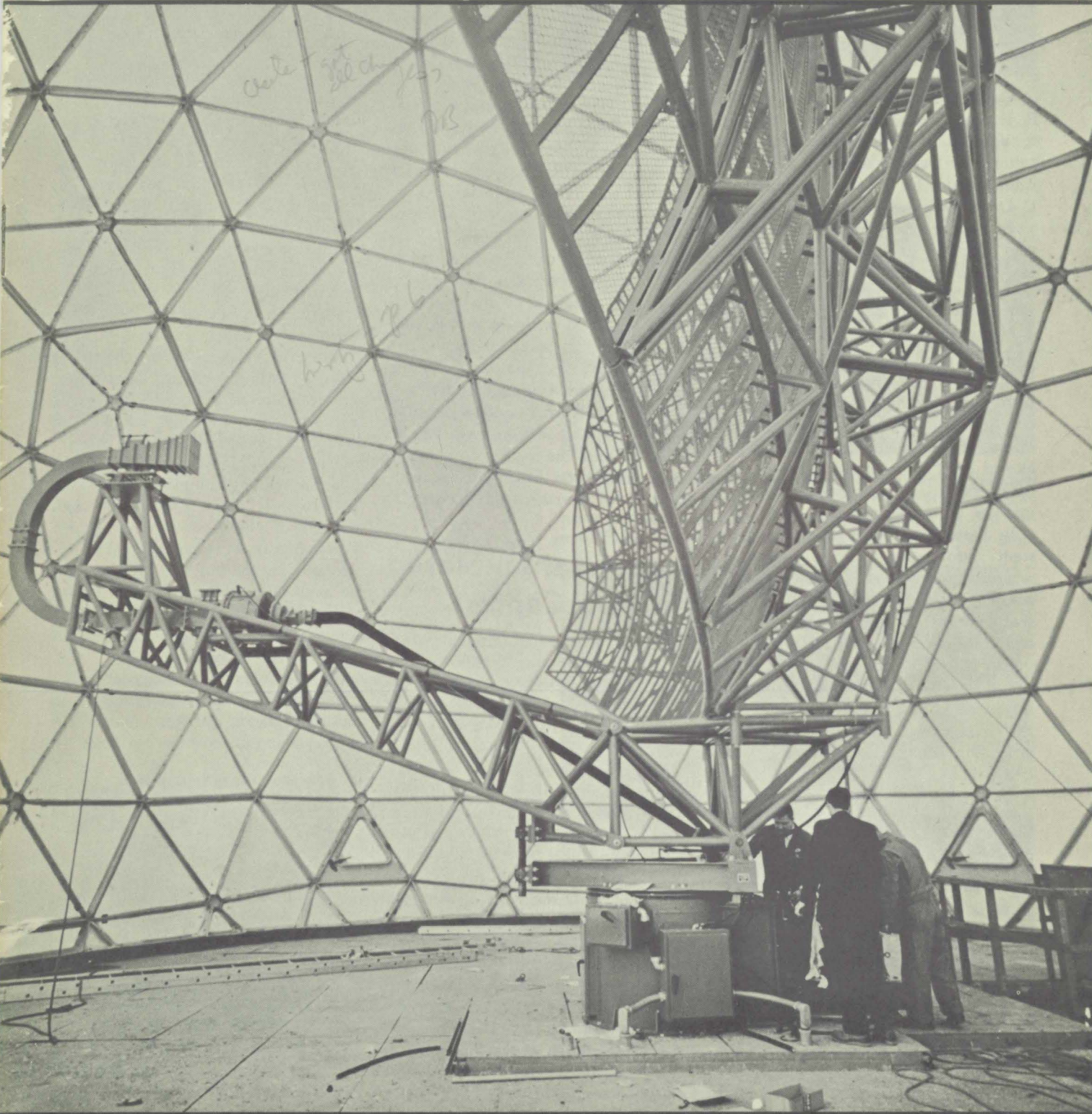


# FLY-BY



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**JUNE 1962**



OFFICIAL EMPLOYEE PUBLICATION OF THE FEDERAL AVIATION AGENCY

# Friendship Study

Project Friendship—whereby the FAA would assume operational control and responsibility over certain air traffic control and related activities now performed by the Department of Defense—is presently undergoing a thorough examination by a top-level interagency committee.

The latest study, initiated in response to a proposal by the Director of the Budget, is being directed by a three-man steering committee. This committee is composed of Assistant Director of the Bureau of the Budget, Kenneth R. Hansen, committee chairman; Cyrus R. Vance, General Counsel of the Department of Defense; and FAA's Deputy Administrator for Administration, Alan L. Dean. Each has designated a senior working group member from his agency who on a full time basis, provides immediate supervision of the staff carrying out the study.

The purpose of the study is to develop the facts needed to determine whether the Government's interest would be served by transfers to the FAA. These would include the operation and maintenance of traffic control towers and approach control facilities located at U. S. military air bases, and the operation and maintenance of terminal and en route navigation aids.

In Parts I and II of the three-part study, information will be assembled relative to operational advantages or disadvantages which would result, and a thorough analysis will be made of the budgetary effects of such a transfer.

Part III will, among other things, consist of an appraisal of problems which may arise in the assignment of FAA personnel overseas to operate military air traffic control and navigation facilities.

Senior member of FAA's working group is Harold B. Alexander, Deputy Director of the Office of Budget.

He is assisted by Colonel William G. VanAllen, USA, of Aviation Facilities Service; Colonel Ralph C. Hyder, USAF, and Emerson R. Mehring of Air Traffic Service; William R. Mirabella, Office of Personnel and Training; James E. Corcoran and Fred Thieberger of Management Services.

Target date for completion of the final report on the study is July 1.

Although the current study is primarily concerned with Project Friendship, any decision based on its findings will ultimately affect the destiny of the proposed Federal Aviation Service.

It is unlikely that FAS legislation, which is pending in Congress, will be considered until the report of the Steering Committee on Friendship is available and can be taken into account.

## Consolidation Slated For Two Centers

In the interest of operational safety and economy, air route traffic control centers at New Orleans and San Antonio will be consolidated in a new center to be constructed in the vicinity of Houston, Tex.

The existing New Orleans and San Antonio centers will continue to provide air traffic service until the Houston center is in operation. This is scheduled for September 1, 1964.

Area boundaries of the two existing centers are being realigned as part of a nationwide FAA program to improve safety and efficiency in the traffic control system and reduce operating costs. Similar center area consolidations were carried by FLY-BY in April. They involve the phasing out of seven other centers: Pittsburgh, Norfolk, Spokane, Detroit, St. Louis, Phoenix, and El Paso. Control over these areas is gradually being transferred to adjacent centers.

These changes, plus the New Orleans-San Antonio consolidation will reduce domestic ARTC centers from 29 to 21.

The New Orleans and San Antonio centers are both relatively low activity facilities. The Houston center will control all of San Antonio's present area and most of the New Orleans area. The eastern portion of the New Orleans center area, including Mobile and Pensacola, will be transferred to the Jacksonville center.

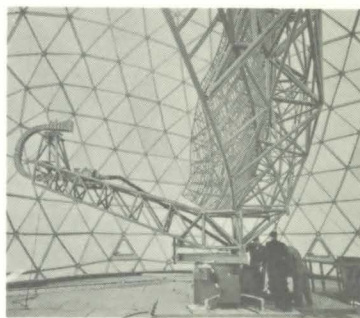
The single new facility will provide service better aligned with the main flow of traffic, which is east-west in the Gulf States. Houston is centrally located in the new control area, providing economic and technical advantages in processing traffic information. It also is a center of major aviation activities.

Alignment with the primary traffic flow will reduce pilot-controller workload involving required radio contacts. Similarly, radar hand-offs of aircraft between centers will be reduced.

A careful review of the economic and technical feasibility of this latest center area realignment indicates the Agency will save over \$400,000 annually in equipment, personnel and work space.

A new building for the New Orleans center is nearing completion at Slidell, La. However, the National Aeronautics and Space Administration, which is stepping up its activities on the Gulf has need for the building. Its immediate availability solves an urgent space problem for that agency, which would otherwise have to rent office space in the New Orleans area.

As in previous cases, provision is being made to transfer personnel from the New Orleans and San Antonio centers to Houston and other facilities.



COVER—Big sail of new ARSR-2 and protective bubble dome dwarf technicians at West Branch, Iowa, site. Radar will begin feeding information to Chicago-Aurora Center October 1. (Photo by Henry Balink, AFS)

## Who's Who and What's What In and Around the Agency

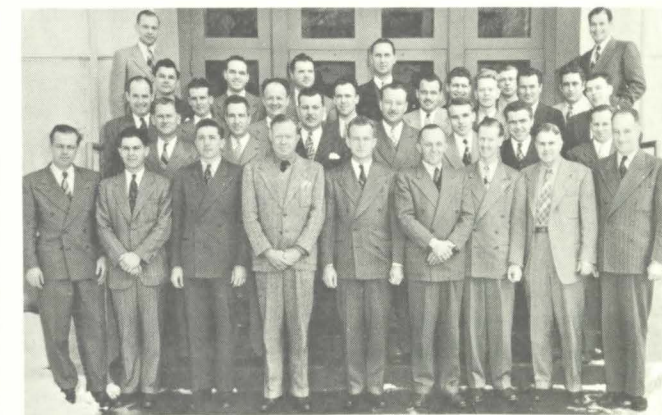
FAA REPORTS often contain intriguing items. For example, a recent one from Kotzebue, above the Arctic Circle, stated that 13 tons of ice had been purchased from a local store. To a cheechako, the thought of buying ice above the Arctic Circle would be somewhat akin to carrying coals to Newcastle, or shipping coconuts to the South Seas. However, there is a simple explanation. Up there well water is available for laundry and other uses, but it is not very potable for human consumption. In the summer, lake water is available for drinking, but in the winter ice must be harvested and melted for drinking and cooking use . . . **ANOTHER ITEM** from our Alaskan Region reports that history was made at Moses Point Station on February 3, when the marriage of William R. McGahan to Jessie M. Lowe was solemnized. The knot was tied by the Reverend Howard Slwooko and it marked the first marriage ceremony ever performed at Moses Point. For awhile it appeared that the wedding might be delayed due to bad weather, but it ended in true story-book fashion when Rev. Slwooko arrived by dog sled . . . **DOWN SOUTH** in the sunny Caribbean, San Juan Center Chief Clarence T. Tolpo and several of his fellow employees, viewed a successful launch and recovery of a KD2U Regulus Missile at the Roosevelt Roads Naval Air Station in Puerto Rico. The San Juan Center has become increasingly involved in missile firings. The Navy has ranges northeast and southeast of San Juan. Cape Canaveral impact areas are often in the center's oceanic control area and airspace above San Juan is blocked when the Cape fires missiles further down range . . . **WESTWARD TO** the Pacific there was bad news. Employees throughout the Agency were saddened by the crash of a FAA plane at Canton Island which took the lives of five people. Agency physician John B. Miller was the lone survivor. There was some lighter news, however. Newsweek magazine reported recently that in Hawaii, followers of the ancient sport of kite flying were grumbling about the Agency's ruling restricting kite flying after June 4. Pilots complain that kite flyers were hindering air traffic at Honolulu Airport. One had been ordered to stop when police noted his three kites flying at 800 feet. Another was given a suspended fine for working his huge kite to 1,500 feet and into the path of a jet . . . **HERE IN** Washington, the recently formed Toastmasters International Club No. 2996, extends an invitation to interested FAAers to attend its meetings which are held every Tuesday at 11:45 a.m., room 1522, Bldg. T-4. Club president is Edward J. Malo, AT-360; executive vice president is William D. Bushnell, FS-262. If you are interested, give them a call . . . **A FAMILIAR** face is missing from FAA headquarters. Juanita Gibbs, former FAA receptionist left the Agency in May to join her Air Force husband on Okinawa. Her many friends gave her a farewell party prior to her departure. Also leaving the Agency was its first General Counsel, Daggett H. Howard, who joined a Washington law firm. Administrator Halaby presented him with an award for distinguished service in recognition of his contributions to the Agency.



AWARD for suggestion that signs be issued FAA inspectors in field, recently netted M. R. Hanson, FS-446, extra cash. Used at accident sites, signs would warn of investigation going on. From left: W. F. Clifton, FS-440, Hanson, and J. F. Rudolph, FS-400.



DINERS at one section of the head table during a banquet which was given earlier this year for Flight Standards key personnel who represented all Regions during the first Annual Flight Standards Conference to be held in Washington.



ORIENTATION AND INDUCTION TRAINING COURSE CLASS 8 JANUARY 1948

left to right  
1st row: Boggs, Davies, Schaeffer, Merritt, Ola, Hoffman, Casey, Pettis, Chandler  
2nd row: Pearson, Riviere, Burrow, Gossard, Shroyer, Mueller, Zellmer  
3rd row: Duncan, Ruedy, Hainsworth, Thomas, Rutherford, Michelsen, Bonaudi, Frey  
4th row: Tamalis, Craymer, Hoy, Birdsong, Fagan, Solether, Schuck, Pilker, Baxter

CLASS 8 of the CAA's Orientation and Induction Training Course posed for their picture in front of Bldg. T-4 in Washington on a cold winter morning in January 1948. 28 are still with the Agency. The nine in Washington are: Charles H. Birdsong, FS-420, Roger Boggs, FS-420, Glenn H. Burrow, FS-14, Loring G. Craymer, FS-235, Lewis O. Ola, FS-264, J. Paul Riviere, FS-440, and Owen F. Thomas, FS-49.

### FLY-BY

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# Tower Chief Retires

Ben Faulkner, Atlanta Municipal Airport's first tower chief, retired from the FAA, on April 30th. He had been chief controller at the Atlanta Airport for 26 years, and a pilot since 1920.

Ben's friends, some 170 of them, including FAAers, the Mayor of Atlanta, airline pilots, employees, and others, honored him with a banquet before he retired. Ben was made Tower Chief *Emeritus* for Atlanta, was awarded a watch and a plaque by fellow employees, scrolls, fishing tackle, power tools, and other gifts.

Born in Marble Hills, Ga., on April 13, 1892, Ben Faulkner is part of aviation's history, from the cloth-covered, wooden spar, jennies to 1962, Mach 1 jet travel.

On June 1, 1936, when Atlanta's airport operations became so busy that someone was needed to give direction to the pilots as they taxied around for take-off, or came in from landing, Ben took up his position atop a roof of the old municipal building and with red and white flags, tower operations began. At that time, he was working for the City of Atlanta.

On November 1, 1941, the major airport control towers were taken over by the CAA. Atlanta, being first in the alphabet, was number one, and Ben came with the government at that time as tower chief.

Ben's aviation career didn't begin as tower chief, however. He was America's 392nd licensed pilot. Recently, Mr. Hugh DuBose, Captain of Eastern Airlines, retired at age 60. Ben had taught him to fly, and on his final flight with Eastern Airlines, Ben "brought him in" from the Atlanta tower.

Ben had first soloed in July 1920. He was granted his first pilot's license, No. 392, in 1925, signed by Orville Wright.

Barnstorming days had begun soon after soloing in 1920, for Ben. For seven years he earned his living as a pilot—taking up passengers, doing aerobatics, wing-walking, parachuting, and what-have-you. An agent booked him at fairs, largely in Georgia, Tennessee, and Alabama.

Crowded airways, complicated airplanes and flight procedures weren't a



Ben Faulkner

problem back in Ben's barnstorming days. The problem then was emergency landings—three or four per day not being out of the ordinary. Ben has never been hurt in an airplane—when an engine conked out, he simply hunted a spot to put it down—and did so. Of course, he went through a few fences and ruined the prop, but usually installed a new one and flew the airplane out.

Probably the worst emergency Ben ever had, was in the old days during the winter when he was flying down the Tennessee River, just above the water, trying to avoid a mean cross-wind. In hedgehopping, he tore off a prop tip and had to cut the engine to keep it from coming out of the airplane. He had to choose quickly whether to land in the water or on nearby trees. Since he was a poor swimmer, and was in a heavy flying suit, he chose the trees and sat the plane down in their tops. They turned out to be young, supple, trees and simply bent over when he hit them, lowering the airplane safely to the ground. He got someone to chop out the trees for him, fixed the airplane, and flew it out.

While wing-walking and doing aerobatics, Ben often had close calls. On one particular flight, he was hanging by one hand on a wing skid, became nauseated, and almost turned loose. He finally got the other hand on the wing and pulled himself up. Another time, while sitting on a center section with nothing to hold to except his feet tucked under the wire holding the center section, the pilot

who Ben had hired, went into a loop which swung Ben out away from the plane a foot or two. As the loop was completed, Ben fell back against the plane so hard, he broke the center section ribs of the plane.

The first airline flying that Ben did, was as a pilot for Balsani Airlines, on a New York to New Hampshire run from June 24 to October 24, 1924. He went to work for Pitcairn Aviation (later Eastern Airlines), in 1925. When passenger services were first inaugurated from Atlanta in 1928, Ben flew the first flight to New York City.

Many of the older Eastern Airlines pilots were instructed by Ben, who has logged some 6500 to 7500 hours as an instructor. His total logged flying time is now 12,500 hours; however, the first four or five years of barnstorming were never logged.

Ben's wife, Lola, is credited with giving a wonderful assist, and in being an understanding partner during his active flying career.

## Appointees Named To Counsel Positions

Fritz L. Puls has been named Associate General Counsel for the Enforcement, Litigation and Claims Division of the Agency's Office of General Counsel. Gerald White and William A. Crawford have been designated Regional Counsel for the Central and Southwest Regions respectively.

Puls, who has been Chief Attorney, Enforcement, since May, 1961, succeeds James D. Hill, recently named Deputy General Counsel. Puls began his government career in 1948 with the Department of Commerce. In May 1949, he joined the Office of the General Counsel of the CAA.

Prior to being named Regional Counsel for the Central Region, White served as Associate General Counsel for Rules and Legislation for the Washington Office. He will take up his new post at Kansas City, this month.

Crawford, new Regional Counsel for the Southwest, began his government career in 1941 as a trial attorney with the CAA's General Counsel's office. He was FAA's Chief Attorney, Litigation, since 1958.

## Would Affect Military Retirees

# CSC Asks Dual Law Change

THE CIVIL SERVICE Commission recently sent to Congress *proposed* legislation aimed at overhauling the antiquated dual-compensation, dual-employment laws pertaining to the employment of retired military personnel in Federal civilian positions and the employment of Federal employees in more than one job in the Federal service.

In general, the legislation would:

- Repeal 40 existing statutes which are generally agreed to be confusing and inequitable, and which have resulted in over 200 Comptroller General decisions.

- Allow the Government to hire any qualified retired military person and permit him to retain the full salary of his civilian position plus the first \$2,000 of his retired military pay plus 50 percent of the remainder, if any.

- Make use of the "fresh start" principal for retired military personnel beginning civilian Government careers by withholding veteran preference and prohibiting the counting of the military service on which their retired pay is based in computing length of service for reduction-in-force retention points, leave, and civilian retirement purposes.

- Exempt from the legislation retired military personnel whose retirement is based on less than six years of continuous active military service, not including active duty for training purposes, and those whose retired military pay is based on disability incurred in combat or caused by an instrumentality of war incurred in line of duty during a period of war.

- Permit retired military personnel holding Federal jobs on the day before the effective date of the legislation to elect to have the dual compensation provisions apply to them without giving up their veteran preference and other rights stemming from their military service.

- Limit Federal employees to receiving compensation from only one full-time Federal position (40 hours in any one week) or a combination of part-time jobs equal to a full-time position and give the Commission authority to exempt employees from this limitation

when the services needed are not readily available elsewhere.

- If enacted, be effective January 1, 1963, and not be retroactive.

Under *existing* laws, military personnel retired under different circumstances are treated differently in regard to employment in Federal positions and receiving dual compensation from the Government. There are no limitations on:

1. Retired enlisted men receiving military pay on the basis of the enlistment service.

2. Retired officers whose retirement is disability incurred in combat or caused by an instrumentality of war in line of duty in time of war.

3. Retired reserve officers who are entitled to retirement pay by reason of service in a reserve component.

4. Members of the uniformed services appointed as officers in the Army of the United States without component under the act of September 22, 1941, and who were retired for disability under the act of April 3, 1939.

However, a retired regular officer who was retired for disability for injuries or incapacity in line of duty (not for combat or instrumentality of war in time of war) may hold a Federal civilian job but his combined annual rate of compensation from civilian salary and retired pay cannot exceed \$10,000. A retired regular officer or regular warrant officer retired for reasons other than disability incurred in the line of duty cannot hold a Federal job if his retired pay is \$2,500 or more. If it is less than \$2,500 he can hold a Federal position only if the civilian salary is also less than \$2,500. In actual practice these low salary limits, which were liberal when enacted in 1894, now preclude the employment of such officers in any Federal position.

The "fresh start" principle is intended to provide reasonable safeguards so that the employment of retired military personnel would not unfairly compete with career civilian employees. By withholding veteran preference, the retired military person would not be given addi-

tional points in examination-for-job scores. If hired, he would not have job retention rights stemming from his military service, such as placing him in a higher retention category than those without veteran preference and counting his military service in computing reduction-in-force retention points.

While the proposal on employment of retired military personnel does not completely follow the approach advocated by any of the many interested groups—employee organizations, veterans groups, retired officer associations, or Government agencies as employers—it represents, overall, a fair and workable compromise which fully meets the public interest, the Commission said.

In addition to current problems involving employment of military retirees, the Commission's bill includes a remedy for problems arising out of dual employment of Federal civilian employees. Present restrictions on dual employment of Federal employees frequently hamper effective use of Government manpower, the Commission noted. For example, General Services Administration custodial employees who work in buildings occupied in part by the Postal Service can be hired by the Postmaster General for postal duties in addition to their other duties but he is prohibited from hiring other employees of other agencies for part-time work during the Christmas rush. In other instances, the Department of Agriculture and the Department of the Interior cannot hire critically needed and available Federal employees as emergency firefighters. At present, exceptions to the dual employment of Federal employees can usually be made only by statute.

In forwarding the proposed legislation to Congress, the Commission emphasized that in addition to correcting inequities concerning the employment of retired military personnel, the new act would open up a new source of skills needed by the Federal Government and would drastically reduce the administrative problems which presently exist.

# Personalities In The News



Gordon M. Bain

Gordon M. Bain, an airline and government executive, has taken over the new Agency office of Assistant Administrator for Appraisal.

Bain will be responsible for evaluating the Agency's operations, in the seven regions, as well as in Washington. He will work with the appropriate directors of FAA's services and will cover both management and technical activities.

"We are fortunate to get such an experienced, proven executive to help bring all FAA activities up to the high management standards we have set for ourselves," Administrator Halaby said. "His independent, penetrating mind and wide experience in promotion and regulation of aviation will give great strength to our missions of constantly appraising and re-appraising with me the cost and effectiveness of this Agency."

Born in Vancouver, British Columbia, and a resident now of Palm Desert, Calif., Bain has been in business for himself since January 1 as a management marketing consultant. He was executive vice president of SITA World Travel, Inc., for 14 months before becoming a consultant. He was vice president for sales of Northwest Airlines, Inc., from March 1956, to August 1960, coming to Northwest from Slick Airways, Inc., where he was executive vice president.

Before going into the airline business, Bain was a government official. He served as director, Bureau of Air Operations for the CAB from January

1951 to August 1953. He was executive officer of the CAA from April 1946 to January 1951. Prior to that, he was in the Bureau of the Budget, concluding his career there as principal budget examiner.

Bain, 53, received both his BA and Master's degree from the University of California at Berkeley.

Assisting Bain as Deputy Administrator for Appraisal is J. Meisel, chief of the Office of Personnel and Training's Personnel Programs Division since June 1960. Meisel assumed his new post June 1.

A native of Chicago, Ill., Meisel joined the Federal Government in 1942, spending five years in personnel and administrative work with the Civil



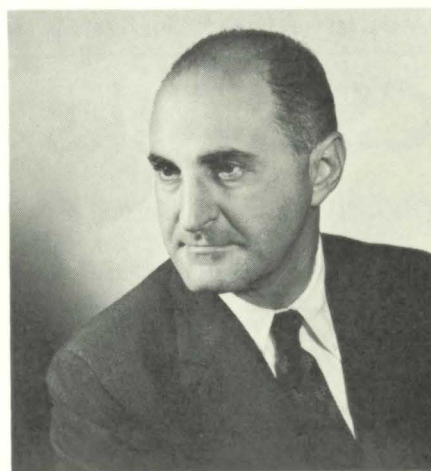
J. Meisel

Service Commission, the War Production Board and successor agencies.

In 1947 he transferred to the CAA as a position classifier, subsequently serving as chief, Classification Division and deputy personnel officer. He was appointed personnel officer for the CAA in July 1953 and held that post until 1960.

Meisel holds a BS degree from Memphis State College and an MS degree from Columbia University.

Following graduation from Columbia in 1940, Meisel conducted personnel research for the Los Angeles City School System and worked as a personnel technician for the Civil Service department of that city. While there he did graduate work in public administration at the University of California.



Nathaniel Goodrich

Nathaniel H. Goodrich has been named General Counsel, and James D. Hill, Deputy General Counsel of the FAA.

Goodrich, who has been Deputy General Counsel since joining the Agency in July, 1959, succeeds Daggett H. Howard, the Agency's first General Counsel. Howard resigned his post last month to join a Washington, D. C. law firm.

Goodrich was in private practice in Washington, D. C. for six years before joining the FAA. From 1948 to 1953 he was Deputy General Counsel of the Department of Defense, and he was the Defense Department's alternate representative on the Air Coordinating Committee and its representative on the Legal Sub-committee of the ACC.

James D. Hill

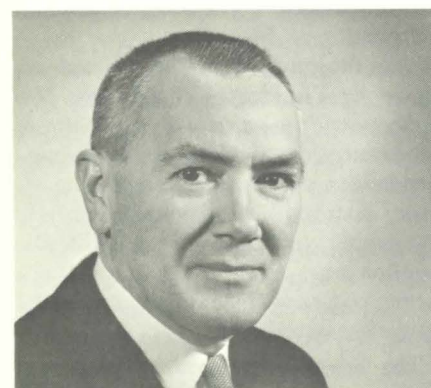


In 1946, he served as Counsel to the President's Scientific Research Board, and the following year was named Counsel and Executive Secretary of the President's Special Board of Inquiry on Air Safety.

During World War II, Goodrich served in the Office of the Under Secretary of War and the Office of the Assistant Chief of Air Staff, Intelligence. He held the rank of Lieutenant Colonel. He is a native of New York, and practiced law there from 1936 to 1941. A graduate of Cornell University and the Cornell Law School, he is a member of the American Bar Association.

Hill is a native of Burlington, Iowa. He received a B.A. degree in 1935 from the University of Iowa and a J.D. degree in 1938 from the University of Iowa Law School. He practiced law in Cedar Rapids, Iowa until 1942 when he entered military service as a navy officer on a destroyer escort.

From 1946 to 1948 Hill was a Special Assistant to the United States Attorney General, from 1948 to 1954 he was Chief of the Justice Department's Alien Property Litigation Branch, and from 1954 through 1959 he was General Counsel of the Office of Alien Property. He joined the FAA early in 1959 as Associate General Counsel for Enforcement, Litigation and Claims.



Ernest Spiekerman

Ernest T. Spiekerman has been named deputy director of the Agency's Office of Management Services. Spiekerman will assist John Provan, director.

Since joining the FAA in 1960, Spiekerman has served as a supervisory management analyst in the Management Analysis Division, where he headed various agency studies of broad management problems.

In 1940 he was appointed a senior inspector in the Alcohol Tax Unit of the

Bureau of Internal Revenue. During World War II he served as a Naval officer in Alaska, New Guinea and the Philippines, resuming his civil government service career in 1946 as an administrative officer in the Veterans Administration. He transferred to the Department of Interior in 1949 and as an organizations and methods examiner in the Bureau of Reclamation.

From 1955 to 1960 he was management analysis officer at the Federal Power Commission, and was twice cited for outstanding work in that Agency.

A native of Rolla, N.D., Spiekerman grew up in Oregon and received his BA from Stanford University.



Robert J. Shank

"We—and the aviation community—have long needed a top-notch systems engineer and proven manager of technology to speed up the development of tomorrow's airspace utilization system," Administrator Halaby said in announcing the recent appointment of Robert J. Shank of Palos Verdes, Calif., as the Agency's Deputy Administrator for Development.

Shank, who was president of American Systems Inc., an electronic company in Hawthorne, Calif., assumed his new post on May 1.

He will be responsible for the full range of research, design, engineering procurement, installation and maintainability of the Federal aviation system.

A native of Colorado, Shank received his bachelor's degree from Goshen College in 1935 and finished his engineering work at Purdue University in 1937.

Following school, he joined the technical staff of Bell Telephone Laboratories in New York and was there 10 years. He then became head of the circuit and system development section, Hughes Aircraft Co., Culver City, California, and directed the establishment

and growth of the company's radar laboratory. From that post, he was made vice president and director, Hughes systems research, and development division. More recently he started the new company, American Systems, Inc., from which he came to his present assignment at FAA.

A Fellow of the Institute of Radio Engineers, Shank is also a member of the New York Academy of Sciences, and A. A. A. S. and is a former director of Electronic Industries Association. He is a member of the Air Force Science Advisory Board and has served as a Technical Advisor in the Office of the Secretary of Defense.

The Washington Chapter of the Federal Government Accountants Association named Seymour E. Blum of the Agency's Office of Management Services for one of its 1962 Outstanding Achievement Awards.

Blum, who heads the Audit Service Branch of MS Accounting Division, was cited for his role in organizing and directing the Agency's audit functions since its inception in 1960.



Seymour E. Blum

In notifying Administrator Halaby of Blum's selection, Joseph R. Hock, president of the Washington Chapter said: "His (Blum's) contribution to the improvement of financial management in the Federal Service will be an inspiration to all financial management personnel in the Government."

Blum, along with other awardees was honored at a dinner given by the FGAA on May 10.

Blum first entered Government Service with the U. S. Army Audit Agency in 1952. He joined the FAA in January, 1960.

# Accordion Goes Nautical

Denizens of the deep, accustomed to assorted hardware landing in their midst, probably paid scant attention recently when two anchors were added to the already cluttered bottom of the North Atlantic.

On the ocean's surface many fathoms above and some 600 miles apart, Coast Guardsmen, however, are keeping a close watch over two brightly painted buoys held by the anchors. These play an important role in Project Accordion, a transatlantic air navigation study being conducted by the FAA, with the assistance of the Coast Guard and civilian air carriers.

The moored buoys act as checkpoints to help determine the accuracy of Doppler electronic navigation systems in commercial airliners.

The buoys were laid in precise position of Coast Guard ocean station vessels which provide Doppler electronic navigation, weather, search and rescue, communications and aerial beacon services to commercial and military aircraft.

The first was moored at Ocean Station Charlie, in mid-ocean between Labrador and Ireland. Second of the two was positioned in water more than two miles deep at Ocean Station Delta, midway between Newfoundland and the Azores. Both are anchored to the ocean bottom by polypropylene line.

Riding seagoing herd on each buoy is a Coast Guard ocean station vessel.

COAST Guard cutters like the one below stand guard over Project Accordion buoys at Ocean Stations' Charlie and Delta in North Atlantic. (USCG Photo)



Airliners taking part in the experiment will check their Doppler given position against the plane's position as observed by the Coast Guard vessel.

Position accuracy checks will be obtained as follows: The radar operator aboard the station ship, certain of his own position by virtue of the buoy, will get the radar position of the passing aircraft by measuring its range and bearing from the ship. This information is radioed back to the aircraft and checked against Doppler-produced position figures in the plane.

Data will be provided in a similar manner by certain Canadian and United Kingdom shore-based radars on either side of the Atlantic. All data so collected will be turned into the FAA for analysis.

Evaluation of the navigational accuracy obtained using Doppler equipment will be possible after substantial data is accumulated.

The project is only part of a broad effort aimed at improving North Atlantic air navigation, communications, and traffic control.

A team of five Agency specialists has begun formulation of a "systems planning approach" to the problem. They comprise the System Planning Team for the North Atlantic Region (SPANAT). The team will make an extensive study of the problems associated with international flight operations and make recommendations for eventual presentation to ICAO.

## Technical Board To Assist Agency

Formation of a Technical Advisory Board to assist the Agency in keeping abreast of science and technology generally and specifically to help plan for a modern airspace utilization system has been announced.

Chairman of the group is Richard R. Hough, vice president for engineering, American Telephone and Telegraph Co. The Executive Secretary is Joseph D. Blatt, director of the Aviation Research and Development Service.

Hough was chairman of the eight-man Project Beacon Task Force which reported last fall on a study of the air navigation and air traffic control system. The group recommended a five year modernization plan.

Other members of the advisory board are Joseph J. George, superintendent of meteorology, Eastern Air Lines, Atlanta, Ga.; Dr. Nathan I. Hall, vice president, systems development laboratories, Hughes Aircraft Co.; Professor Robert Horonjeff, Institute of Transportation, Traffic Engineering, University of California; Dr. Carl F. J. Overhage, director Lincoln Laboratories, Massachusetts Institute of Technology; and Carlos C. Wood, Engineering Manager, Sikorsky Aircraft.

The Project Beacon Report was accepted by President Kennedy last November with a directive to the Administrator to implement its recommendations. While the work of the advisory board will be devoted mainly to the support of this task, it will also monitor other Agency technical and scientific programs including aircraft development activities.

The advisory board is expected to meet with FAA officials about once a month.

A specially-selected group within the Agency—the System Design Team under Director Blatt is now at work on the design of the Beacon-recommended system of air traffic control. Requirements for the system are furnished by the Operational Requirements Division under D. D. Thomas, Director of Air Traffic Service.

Development of a prototype system will follow and undergo testing at NAFEC in Atlantic City, N. J.

# Employee-Management Guidelines

**G**UIDELINES RECENTLY ISSUED to Federal agencies by the Civil Service Commission call for "affirmative willingness" on the part of Government to deal with its organized employees, and stress the "positive obligation" on management's part to consult employee organizations on a wide range of issues, "subject to law and the paramount requirements of the public service."

At the same time the Commission cautioned agencies that the introduction of the new employee-management co-operation program under Executive Order 10988 "should in no sense be viewed as an effort to deemphasize the importance of the individual or to dilute existing programs designed to meet his needs and protect his rights." Basic purpose of the new program is to achieve orderly and constructive employee-management relations, together with greater employee participation in the formulation of policies and practices affecting them.

Heads of agencies are required to issue appropriate regulations for the implementation of the Executive order by July 1, 1962.

In a sectional analysis of the Executive order, designed to provide Federal agencies further guidelines for future relationships with employees and employee organizations, the Commission also called special attention to the requirement of the merit system, and the policy of strict neutrality with respect to the decision of employees to join or not join an organization.

The guidelines contain extensive discussion of the three types of recognition possible under the order, i.e., informal, formal, and exclusive recognition, and a section on use of official time and facilities for employee organizations. They also define certain terms for purposes of the order—including "management," taking into consideration possible conflict of interest.

Some of the specific questions and answers contained in the guidelines are hereby summarized.

**Q.** Should an agency prohibit supervisors and other management officials from joining an employee organization which includes rank and file employees?

**A.** No. Section 1 (a) makes it clear that all employees have a right to join

an employee organization without any restraint whatsoever by management.

**Q.** What is the relationship of conflicts of interest and membership in unions?

**A.** The two things are separate. The right to join a lawful union extends to all employees, whether or not engaged in managerial, personnel, or similar duties, and may not be restricted by agencies. But if management and certain other officials were to take an active role in union affairs (by serving as an officer or representative, etc.) these activities would be incompatible with official duties and therefore represent conflict of interest.

**Q.** Can an agency require that all supervisors refrain from running for, or holding office in, or acting as a representative of an employee organization?

**A.** Yes (except for organizations of supervisors), if at every level the agency's supervisors possess significant managerial responsibilities and are in fact part of the management group. In this event, their official duties would result in conflicts of interest.

**Q.** Should holding office in or acting as a representative of a national organization be regarded differently from holding office or acting for a local where the employee works?

**A.** No.

**Q.** Are "employee councils" sponsored by management permitted under the new program?

**A.** The general answer is "yes". However, an employee council would not be appropriate in any situation in which a

union has exclusive recognition in a unit. And management should take a rather close look, even at situations where there is formal recognition.

In an installation that has no substantial organized representation of employees through their own volition—no bona fide employee organization—an employee council would not be inappropriate and, in fact, might be a useful device for management-employee communications.

**Q.** May an agency require an employee organization seeking informal recognition to present a copy of its constitution, a list of its local officers, etc.?

**A.** Yes, the agency may require a reasonable showing that the organization is a bona fide employee organization.

**Q.** May an organization be permitted to have meetings on Government property?

**A.** This is not prohibited by the order. This privilege, however, should not be loosely granted.

**Q.** May employees attend such meetings or collect or pay dues on Government time?

**A.** No.

**Q.** May agencies permit employee organizations to use agency bulletin boards?

**A.** Yes.

**Q.** Is it permissible to allow unions to place notices of meetings or other notices in agency "house organs"?

**A.** Yes.

**Q.** May employee organizations be granted free office space on Government premises?

**A.** While not prohibited by the order, this is generally not good practice; however, it would be permitted under unusual conditions such as in a remote place (e.g., where other facilities are not reasonably available).

**Q.** What is the minimum that an agency must do when its employees are not presently members of any employee organization?

**A.** It is required by the executive order to issue some kind of regulations which would make it possible to implement the Executive order. It has to affirm the right to join and deal collectively or to refrain from doing so.

## Service Pins

The Agency's length of service pins are being redesigned and will present a new look sometime this year.

What this boils down to is the fact that pins earned during 1961 will not be distributed until the new design is approved and pins are purchased.

When this happens, they will be issued for distribution to employees throughout the Agency in recognition of their service.

# FAA Road To Scale Peak

**H**ISTORY WAS MADE in our 50th State during April when the FAA began construction on a 6.8 mile long road to the summit of Mt. Kaala, highest peak on the island of Oahu.

Robert I. Gale, Pacific Region Assistant Administrator, assisted by contractor J. M. Tanaka and a bulldozer, turned the first nui (big) shovel of dirt for the ala (road) on April 12. The ground-breaking included prayers by Reverend Samuel Keala and Reverend Shigemaru Miyoa.

The road, the first to climb this rugged lava ridge, will provide access to a long range radar facility to be jointly used by the Agency and the Hawaiian Air National Guard (HANG).

Information from the installation will be transmitted via microwave from the peak to the FAA's Air Traffic Control Center at Diamond Head, a considerable distance away. At the same time, this information will be used by HANG for defense purposes.

Under a joint agreement, the Agency is providing the road, while HANG furnishes the specialized radar equipment. The Agency will be responsible for overall maintenance of the equipment, with both HANG and FAA electronics technicians sharing the maintenance workload.

The Agency also has plans for installing other ground communications and navigational facilities on the mountain.

The use of a single installation for both defense and air traffic control purposes will result in considerable savings to the Government.

Rising some 4,036 feet above the Pacific, Mt. Kaala is part of the Waianae

Mountains, the remains of a volcanic dome which helped form Oahu.

The idea for a road to the summit of Mt. Kaala is not a new one. It had been considered before, but because of the extremely rugged terrain and the high cost involved, the road was never built.

During World War II, the Army had a radar facility perched on the summit of the mountain. Access to the site was via a now abandoned aerial tramway originating at Schofield Barracks.

Preliminary engineering for the present road was started in June 1960. Its design was begun in April 1961 and completed last November.

Routing of the new road was accomplished through a unique photogrammetric means using special Swiss equipment supplemented by actual ground survey. So difficult was the terrain that much of the work had to be done using ropes to get to survey points. Helicopters were relied upon extensively for the lifting of men, equipment and supplies.

Access to the new road will be from Farrington Highway in Mokuleia. Contract calls for the roads completion in a total of 500 days.

Personnel assigned to the Mt. Kaala installation will have one of the most picturesque vantage points on the island of Oahu. On one side they will overlook Oahu's arid west coast and its beautiful beaches of Nanakuli, Pokai Bay, Makaha and Barking Sands. On the other side, their view will include the fertile Leilehua Plain with its colorful pineapple and sugarcane fields. In the distance they will be able to

see the green Koolau Range, Pearl Harbor and Diamond Head, a birdseye view that few tourists will ever see.

## Firm Will Design Tower of Future

Future air traffic control towers will be designed specifically and distinctively to meet FAA requirements under a commission to the architectural firm of I.M. Pei and Associates.

The New York firm will develop a standard free-standing tower design which will provide the most efficient and economical layout for air traffic control activities. The design will be distinctive, clearly identifying the tower as an FAA structure.

The new tower will provide controllers with the best possible working environment, a substantial improvement over many present tower conditions. It also will accommodate the technological advances planned to help controllers cope more effectively with steadily increasing air traffic. The tower site will be selected to provide maximum visibility.

This prototype design will serve as the model for the proposed construction of 70 FAA towers over the next three fiscal years. They are to cost from \$200,000 to \$550,000 each, depending on the size and type of aircraft and the height of the tower cab, which varies from 50 to 150 feet. The Agency has asked Congress for funds to launch this construction program in Fiscal 1963.

The new towers would replace some outmoded facilities now located in airport terminal buildings and also are to be built at newly qualified airports. They will be constructed entirely with Federal funds.



In the past six years 262 law suits, involving millions of dollars, have been filed against the Government as a result of carrier collisions in which negligence on the part of FAA or CAA employees was alleged. To date the courts have entered no judgments against the Government based upon this allegation.

CAA inspectors at Tulsa were held blameless in the 16 suits filed as a result of the American Airlines crash at Fort Leonard Wood, Mo., on August 4, 1955.

Forty-five claimants went to court charging Los Angeles and Salt Lake City Air Route Traffic Control Centers with negligence as a result of the Grand Canyon mid-air collision between TWA and United Air Lines carriers on June 30, 1956. However, in every case which went to trial the court or the jury found that the crash was caused by the negligence of the air carriers.

The court did enter a judgment against the Government as a result of a mid-air collision between a Capital Airlines Viscount and an Air National Guard jet at Brunswick, Md., on May 20, 1958, finding the National Guard pilot, not the FAA, negligent.

Pending lawsuits charging FAA negligence include: 44 lawsuits arising from the Las Vegas mid-air collision between an Air Force jet and a United Air Lines plane alleging CAA's negligence in traffic separation; 51 cases arising out of the Boston Harbor Electric crash on October 4, 1960, wherein the alleged FAA negligence consisted of FAA's neglect to protect against birds. Control tower negligence is alleged in the: 20 cases arising out of the Arctic-Pacific crash at Toledo on October 29, 1960; 29 cases arising out of a world Airways crash at Guam on September 19, 1960; and in the 40 cases filed as a result of the Staten Island mid-air collision on December 16, 1960.

What FAA employees do on the job, especially on certain assignments, can affect countless lives and valuable property. The heavy responsibilities of our employees have been recognized by this Agency in urging Congress to enact 20

year retirement rights for categories of employees in these extraordinarily demanding positions.

## Col. John T. Ford New Division Head

Colonel John T. Ford, USAF, has been named Chief of the new Flight Inspection and Procedures Division for the Agency's Flight Standards Service.

The Colonel will direct a fleet of some 63 specially-equipped aircraft in checking the navigation aids along the Federal airways to assure their accuracy and reliability.

The job of inspecting these FAA-maintained navigation facilities previously was performed by the Aircraft Operations and Procedures Branch, Aircraft Management Division, FSS. This branch has been elevated to division status under the new name.

Prior to joining FAA, Colonel Ford was Commander, Central European Communications Region, Wiesbaden AFB, Germany. His duties there included supervising the flight inspection of Air Force navigation aid facilities in Europe.



Col. John T. Ford

A native of Crockett, Tex., he attended Texas A. & M. before entering the Army Air Corps as a cadet in July 1940. During World War II, he served with the Eighth Air Force in the European Theater.

After the war, he was appointed Chief, Aircraft Section, Allocation Branch, Headquarters USAF. He then served consecutively as commander of four Air Force communications regions. He was assigned to the Wiesbaden post in June 1958.

## Are You A Misoneist?

In Government, as in private industry, the accent is on economy and efficiency. You won't find misoneists in high places.

But misoneism and human inertia are constant problems in receptiveness to new ideas as they are in other things. Many good ideas fail to reach fulfillment because the suggestor waits . . . or the appraiser of a suggestion permits it to gather dust on his desk . . . or somewhere along the line to adoption and acceptance, some of us are *not willing* to conceive that it *might* work, as we are to look for reasons why it *can't*.

The Federal Government is saving millions of dollars each year through its suggestion system. How many more millions could be saved if additional employees would offer suggestions?

Many of today's modern, high-speed machines are the outgrowth of ideas. Some of them were termed fantastic when first suggested. This

article has been composed on a machine and printed on a press. Both were developed from ideas. Once upon a time, type was set carefully by hand, letter by letter; then the page was rolled by hand. Modern printing methods did not put men out of work. It has required thousands of additional persons. Look at the jet airplane, the mechanical cotton picker, the guided missile.

If each of us will give more thought to our work, our procedures, our materials, or our equipment, we can provide the economies and improvements which will result in demonstrable savings and more efficient operations.

That's why FAA needs more enthusiastic interest in ideas, and not more misoneists!

(P. S.—A misoneist, according to Webster, is a person who has dislike or intolerance of anything new or changed—sometimes a strong resistance to new ideas.)

PACIFIC Region Assistant Administrator Robert Gale, (Below, without helmet) and contractor J. M. Tanaka use bulldozer to break ground for new FAA road to scale Mt. Kaala. Dotted line on photo at right shows construction route.



## Expedite Excuses

In these days of time-saving devices, fast machinery, quick decisions and over-all emphasis on lightning-flash speed, we were not surprised to learn about a new scientific proposal for expediting excuses.

Excuses are the same everywhere and the persons who make them can be recognized a mile away. Here's how they read:

1. That's the way we've always done it.
2. I didn't know you were in a hurry for it.
3. That's not in my department.
4. No one told me to go ahead.
5. I'm waiting for an okay.
6. How did I know this was different?
7. That's his job, not mine.
8. Wait until the boss comes back and ask him.
9. I forgot.
10. I didn't think it was that important.
11. I'm so busy I just can't get around to it.
12. I thought I told you.
13. I wasn't hired to do that.  
(If you want to add a "but" before each excuse, it makes the approach more personal.)

The thing to do is merely memorize the excuses and their corresponding numbers. When your supervisor asks: "Why did you do (or not do) that?" you merely reply "Number 9" or "Number 10" or whichever suits the situation. This saves many minutes of trying to explain details which often are not very convincing.

NOTE: Your editor originally planned to include this article in the last edition, BUT—No. 9.

Of course, the above is written in a humorous vein. While excuses are easy to offer, maybe there should be one more item added to the list:

14. I've completed the job.

## Gough To New Post



Melvin Gough

Melvin Gough became Director of the Agency's new Aircraft Development Service on May 1.

The new service was established to consolidate all of the Agency's activities contributing to development of new civil aircraft. This includes work on supersonic transports, vertical and short takeoff and landing planes and cargo transport, plus engines, airframes and safety equipment.

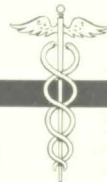
Gough will report to the new Deputy Administrator for Development, Robert J. Shank. Programs and groups to be transferred to the Aircraft Development Service include the Supersonic Transport Management Office, Project Hummingbird, Project Little Guy, the C-141 project and the DC-3 replacement program. Airborne electronic gear which is part of ground-air electronic systems will continue to be the responsibility of the Research and Development Service.

Gough, 55, resigned in April from the CAB's Bureau of Safety, where he had been director since January 1960. An engineer and test pilot, he began his government career in 1926 when he joined the former National Advisory Committee for Aeronautics after graduating from Johns Hopkins University.

From February 1955 to January 1959, Gough was Chief of the Flight Research Division at NACA's Langley Research Center. In January 1960, after NACA had become the National Aeronautics and Space Administration, he was named Director of NASA's Coordinating Office for the Atlantic Missile Range at Cape Canaveral.

## HEALTH FOR ALL

ENVIRONMENTAL HEALTH DIVISION  
AVIATION MEDICAL SERVICE



### Poison Ivy

One or more varieties of poison ivy appear in almost every part of the country. These plants are responsible for about 350,000 cases of skin poisoning every year.

Poison ivy grows in the form of climbing vines, shrubs which trail on the ground, and erect shrubbery growing without support. It clings to stone and brick houses, and climbs trees and poles. The leaves vary in length from 1 to 4 inches. They are green and glossy in summer; in the spring and fall they are red or russet. The fruit is white and waxy and resembles mistletoe. *The leaves always grow in clusters of three.* The old jingle "Leaflets three, let it be" has helped children and adults to recognize poison ivy at a glance and to avoid it "like poison."

The irritating substance in poison ivy is the oily sap in the leaves, flowers, fruit, stem, bark, and roots. Most cases of ivy poisoning are due to direct contact with the plant. Some are caused by handling clothing, garden implements, and pets which have been contaminated by the oily sap. Some people are so sensitive that exposure to smoke from a brush fire containing poison ivy will cause inflammation of the skin.

If, at any time, you realize that you have accidentally handled poison ivy or brushed against it, wash your skin as soon as possible. Yellow laundry soap is best for this purpose.

### Symptoms

The first symptom noticed after ivy poisoning is a burning and itching sensation. This is followed by a rash and swelling and probably by small or large blisters. The length of time elapsing between contact with poison ivy and the first symptoms varies from a few hours to 7 days. Any one of the following methods may be used for relief:

*Wet compresses with boric acid solution.*

*Starch solution baths, or*

*Calamine lotion may be applied to the affected areas.*